

Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

FEDERAL-AID HIGHWAY ACT OF 1966

(89-28)

PLEASE RETURN TO USDA
NATIONAL AGRICULTURAL LIBRARY
LAW BRANCH, LEGISLATIVE REPORTING,
Rm. 117-E, Admin Bldg.
Wash. D. C. Ext. 4654

HEARINGS BEFORE THE SUBCOMMITTEE ON ROADS OF THE COMMITTEE ON PUBLIC WORKS HOUSE OF REPRESENTATIVES EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 14359

APRIL 19, 20, AND 21, 1966

Printed for the use of the Committee on Public Works



U.S. GOVERNMENT PRINTING OFFICE

62-968

WASHINGTON : 1966

COMMITTEE ON PUBLIC WORKS

GEORGE H. FALLON, Maryland, *Chairman*

JOHN A. BLATNIK, Minnesota	WILLIAM C. CRAMER, Florida
ROBERT E. JONES, Alabama	WILLIAM H. HARSHA, Ohio
JOHN C. KLUCZYNSKI, Illinois	JOHN C. KUNKEL, Pennsylvania
JIM WRIGHT, Texas	JAMES R. GROVER, Jr., New York
KENNETH J. GRAY, Illinois	JAMES C. CLEVELAND, New Hampshire
FRANK M. CLARK, Pennsylvania	DON H. CLAUSEN, California
ED EDMONDSON, Oklahoma	CHARLES A. HALLECK, Indiana
HAROLD T. JOHNSON, California	CHARLOTTE T. REID, Illinois
W. J. BRYAN DORN, South Carolina	ROBERT C. McEWEN, New York
DAVID N. HENDERSON, North Carolina	JAMES D. MARTIN, Alabama
ARNOLD OLSEN, Montana	
J. RUSSELL TUTEN, Georgia	
RALPH J. RIVERS, Alaska	
RAY ROBERTS, Texas	
ROBERT A. EVERETT, Tennessee	
RICHARD D. MCCARTHY, New York	
JAMES KEE, West Virginia	
JOHN R. SCHMIDHAUSER, Iowa	
ROBERT E. SWEENEY, Ohio	
JAMES J. HOWARD, New Jersey	
KEN W. DYAL, California	
EDWIN W. EDWARDS, Louisiana	

COMMITTEE STAFF

RICHARD J. SULLIVAN, *Chief Counsel*
JOSEPH R. BRENNAN, *Engineer-Consultant*
CLIFTON W. ENFIELD, *Minority Counsel*

STAFF ASSISTANTS

DOROTHY BEAM	MERIAM BUCKLEY	RANDAL C. TEAGUE
ERLA S. YOUMANS	ANNE KENNEDY	STERLYN B. CARROLL
	R. FREDERICA BOOTH	

SUBCOMMITTEE ON ROADS

JOHN C. KLUCZYNSKI, Illinois, *Chairman*

JOHN A. BLATNIK, Minnesota	WILLIAM C. CRAMER, Florida
ROBERT E. JONES, Alabama	WILLIAM H. HARSHA, Ohio
FRANK M. CLARK, Pennsylvania	JAMES C. CLEVELAND, New Hampshire
ED EDMONDSON, Oklahoma	DON H. CLAUSEN, California
ARNOLD OLSEN, Montana	ROBERT C. McEWEN, New York
JIM WRIGHT, Texas	
ROBERT A. EVERETT, Tennessee	
RICHARD D. MCCARTHY, New York	
ROBERT E. SWEENEY, Ohio	
JAMES J. HOWARD, New Jersey	
RAY ROBERTS, Texas	

AUDREY G. WARREN, *Clerk*

CONTENTS

	Page
H.R. 14359.....	1
Testimony of—	
Anders, Dowell, General Counsel, Department of Commerce.....	3
Boyd, Alan S., Under Secretary for Transportation, Department of Commerce.....	3
Carlin, Paul N., assistant director, National Association of Counties, Washington, D.C., accompanied by Commissioner David Moffit, vice president, Association of Oregon Counties, Lincoln County, Oreg.; Kenneth C. Tollenaar, former executive secretary, Associa- tion of Oregon Counties, Eugene, Oreg.; Commissioner James M. Mickelson, Idaho Association of County Commissioners & Clerks, Bonner County, Idaho; Judge Ellis White, president, Association of Oregon Counties, Malheur County, Oreg.....	193
Cliff, Edward P., Chief, Forest Service, Department of Agriculture, accompanied by M. M. Nelson, Deputy Chief, Forest Service.....	54
Crawford, Leonard K., president, Consulting Engineer Council of the United States, Springfield, Ill.....	214
Crowell, John B., chairman, Access Roads Subcommittee, Portland, Oreg.....	126
Hagenstein, William D., executive vice president, Industrial Forestry Association, Portland, Oreg.....	138
Koessler, H. H., president, Intermountain Lumber Co., Missoula, Mont.....	130
Mills, Larry, Boise Cascade Corp., Boise, Idaho.....	151
Moffit, David S., county commissioner, Lincoln County, Oreg.....	202
Prentiss, Maj. Gen. Louis W., U.S. Army (retired), executive vice president, American Road Builders' Association accompanied by Burton F. Miller, deputy.....	168
Rogers, W. Ray, president, Rogers Construction Co., Portland, Oreg.....	184
Shumate, Charles E., president, American Association of State High- way Officials, accompanied by Alfred E. Johnson, executive secre- tary.....	109
Smylie, Robert E., Governor of Idaho.....	82
Sprouse, James M., director, Highway Heavy Divisions Associated General Contractors of America, Inc.....	184
Watt, Roland, president, Michigan-California Lumber Co., Camino, Calif.....	147
Whitton, Rex M., Federal Highway Administrator, Bureau of Public Roads.....	3
Zeigler, George A., first vice chairman, National Limestone Institute, Washington, D.C.....	220
Additional information—	
American Automobile Association, letter and statement with policy and resolution.....	161
American Public Works Association, letter and resolution.....	165
Appalachian Hardwood Manufacturers, Inc., letter.....	233
Automobile Manufacturers Association, Inc., letter.....	225
Bogus Basin Recreational Association, Inc., letter and resolution.....	101
Brosseau, Joseph Edward, Jr., Santa Fe, N. Mex., letter.....	225
Bureau of Public Roads:	
Estimated costs for converting the two-lane to four-lane sections..	40
Extension of Highway Trust Fund required to finance present Federal-aid program, etc.....	22
Letter from Rex M. Whitton.....	27
Cassidy, Bill, publisher, Auburn Journal, statement.....	232
Center Chamber of Commerce, telegram.....	237
Center Development Foundation, telegram.....	237

Additional information—Continued

Cleveland, Hon. James C., inserts:	Page
Giles, Robert E., Department of Commerce.....	44
Love, G. D., division engineer, Concord, N.H.....	46
Morton, John O., commissioner, New Hampshire Department of Public Works.....	45
Council Chamber of Commerce, resolution.....	103
Deep East Texas Development Association, telegram.....	238
Duncan, Hon. Robert B., a Representative in Congress from the State of Oregon, letter.....	224
Farmers State Bank, Center, Tex., telegrams:	
Becksworth, Hon. Lindley.....	164
Kluczynski, Hon. John.....	238
Wright, Hon. Jim.....	237
Furey, Sherman F., Jr., attorney, letter re Salmon, Idaho, and map...	154
Idaho Department of Highways:	
Letter.....	99
Telegram.....	106
Idaho Fish and Game Commission, resolution.....	103
Idaho State AFL-CIO, letter.....	101
Idaho State Chamber of Commerce, letter.....	100
Idaho Wildlife Federation, resolution.....	103
Johnson, Harold T., a Representative in Congress from the State of California, submitted statement.....	79
Kaniksu National Forest, pamphlet.....	207
National Association of Counties, resolution.....	237
National Association of County Officers, statements:	
Carlin, Paul N.....	194
Mickelson, James.....	95, 196
Tollensar, Kenneth C.....	194
White, Ellis.....	197
National forest development, roads and trails, etc.....	198
National Forest Products Association, additional information.....	137
National Society of Professional Engineers, letter and attachment...	227
News Champion Publication, telegram.....	238
North Idaho Forestry Association, resolution.....	104
Senate and House joint memorials of Idaho.....	108
Senner, Hon. George F., Jr., a Representative in Congress from the State of Arizona, letter and statement.....	166
Southern Idaho Forestry Association, letter and resolution.....	164
Ullman, Hon. Al, a Representative in Congress from the State of Oregon, statement.....	222
Western Association of State Highway Officials, and Resolutions 1 and 2.....	107
White, Hon. Compton, a Representative of Congress from the State of Idaho, statement.....	223
Wyatt, Hon. Wendell, a Representative in Congress from the State of Oregon, statement.....	167

FEDERAL-AID HIGHWAY ACT OF 1966

TUESDAY, APRIL 19, 1966

HOUSE OF REPRESENTATIVES,
COMMITTEE ON PUBLIC WORKS,
SUBCOMMITTEE ON ROADS,
Washington, D.C.

The subcommittee convened, pursuant to notice, at 10:10 a.m., in room 2167, Rayburn Building, Hon. John C. Kluczynski (chairman) presiding.

Mr. KLUCZYNSKI. The subcommittee will be in order.

We are beginning hearings this morning on the biennial highway authorization. We have before us H.R. 14359, introduced by request by Chairman Fallon, and embodying the administration's recommended program.

(The bill referred to is as follows:)

[H.R. 14359, 89th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966."

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,300,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$2,685,000,000 for the fiscal year ending June 30, 1972."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

EXTENSION OF TIME FOR COMPLETION OF SYSTEM

SEC. 4. (a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

(b) The second and third sentences of section 104(b)(5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and by striking "fiscal year ending June 30, 1971", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972".

AUTHORIZATIONS

SEC. 5. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways on the Federal-aid highway systems, out of the Highway Trust Fund, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways on the Federal-aid highway systems, out of the Highway Trust Fund, \$7,000,000 for the fiscal year ending June 30, 1968, and \$7,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1968, and \$110,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1968, and \$3,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

HIGHWAY BEAUTIFICATION

SEC. 6. (a) The last sentence in subsections 131(m) and 136(m) of title 23, United States Code, is hereby deleted and the following is substituted in lieu thereof: "No part of the highway trust fund shall be available to carry out this section before July 1, 1966. The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds, except as determined by the Secretary to be inconsistent with this section, shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1966."

(b) The last sentence in subsection 319(b) of title 23, United States Code, is hereby deleted and the following is substituted in lieu thereof: "No part of the highway trust fund shall be available to carry out this subsection before July 1,

1966. The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds, except as determined by the Secretary to be inconsistent with this subsection, shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1966."

EMERGENCY RELIEF

SEC. 7. Subsection (a) of section 125 of title 23, United States Code, is amended to read as follows:

"(a) The Secretary is hereby granted standby authority to expend, from any funds heretofore or hereafter appropriated for expenditure in accordance with the provisions of this title, including existing Federal-aid appropriations, and subject to the provisions of this section and section 120(f), the sum of \$50,000,000 for the fiscal year 1967, and a like sum for each fiscal year thereafter, for the repair or reconstruction of highways, roads, and trails which he shall find have suffered serious damage as a result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States. The unexpended balance of such authorization shall remain available for expenditure for a period of two years after the close of the fiscal year for which such sum is authorized. Expenditures under this section on any of the Federal-aid highway systems shall be reimbursed by appropriations from the Highway Trust Fund, and expenditures under this section for highways, roads, and trails not on any Federal-aid highway system shall be reimbursed by appropriations from the general funds of the Treasury, which appropriations are hereby authorized."

(b) Subsections (b) and (c) of section 125 of title 23, United States Code, are amended by striking the words "from the emergency fund" where they appear.

Mr. KLUCZYNSKI. At my request, the committee staff, working on a bipartisan basis as it always does, has made a careful study of the legislation before us and the financial situation with which we are faced in regard to the highway trust fund, and what the combination of those elements indicates in practical terms. It is my hope when these hearings have been concluded, we will be in a position to report to the full committee a reasonable and realistic program upon which the Federal-State partnership may proceed in completion of the Interstate System and continuation of the other highway programs.

Our first witnesses this morning are Mr. Alan S. Boyd and Mr. Rex Whitton. Both are able representatives and good friends. When they have concluded their statements, I am going to ask counsel for the committee to open the questioning in accordance with my instructions.

Mr. Boyd, the floor is yours. You may proceed.

STATEMENT OF ALAN S. BOYD, UNDER SECRETARY FOR TRANSPORTATION, ACCOMPANIED BY REX M. WHITTON, FEDERAL HIGHWAY ADMINISTRATOR; AND DOWELL ANDERS, GENERAL COUNSEL, BUREAU OF PUBLIC ROADS

Mr. BOYD. Thank you, Mr. Chairman and members of the subcommittee. I am also accompanied this morning by Mr. Dowell Anders, who is General Counsel of the Bureau of Public Roads.

I appreciate this opportunity to appear before your committee in support of H.R. 14359 entitled, the "Federal-Aid Highway Act of 1966." This bill contains proposed authorizations for continuation of the Federal-aid highway program which Congress has enacted regularly to provide the American people with the finest highway trans-

portation in the world, and to meet our growing economic and social needs.

Transportation on our Nation's highway system continues to reach record totals each year. In 1965, approximately 100 million licensed drivers, and 90 million vehicles, traveled 880 billion vehicle miles on 3.6 million miles of roads and streets. About two-thirds of this mileage was on the 900,000 miles of Federal-aid highways. This growth in travel represents an increase of almost 5 percent over 1964 levels.

Highway transportation is the dominant mode of passenger transportation, accounting for 92 percent of intercity travel. It also has grown increasingly important in the movement of goods, now accounting for over 300 billion ton miles a year.

Americans will spend about \$100 billion this year for highway-related travel and transportation which roughly represents one-seventh of the gross national product. Highways, therefore, are vital to the economic health of the Nation, and to its economic and social progress.

Improvement of the Federal-aid systems is essential to keep pace with the needs of the Nation, and this legislation is directed toward that objective.

It would seem appropriate at this time—and before proceeding with a detailed consideration of the bill—to report to the subcommittee on the progress of the Federal-aid highway program.

The Federal-aid highway program is progressing as fast as possible on the basis of revenues available in the highway trust fund. Since July 1, 1956, revenues accruing to the fund totaled \$27.322 billion, and expenditures have totaled \$27.234 billion. On March 31, 1966, the balance in the highway trust fund was \$88 million.

The status of improvement of the Interstate System as of March 31, 1966, is summarized by States in the enclosed table 1.

A total of 21,377 miles of the Interstate Systems was improved and open to traffic on March 31, reflecting an increase of 2,204 miles during the past 12 months. Work was underway on March 31 on 17,608 miles of the Interstate System including 5,968 miles under construction contract and 11,100 miles on which engineering or right-of-way acquisition work was underway. Thus, some form of work had been completed or was underway on 38,445 miles or 94 percent of the 41,000-mile Interstate System.

Interstate projects totaling \$16 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$13.7 billion and engineering and right-of-way acquisition totaling \$2.3 billion.

Interstate projects underway or authorized on March 31, 1966, totaled \$9.6 billion. The work underway included construction contracts totaling \$5.5 billion and engineering and right-of-way acquisition totaling \$4.1 billion.

We have passed the half-way point in project authorizations for completion of the Interstate System in accord with the 1965 cost estimate. As shown in table 2, which covers work authorized through March 31, 1966, preliminary engineering work has been authorized covering 81 percent of the total program; some 68 percent of the right-of-way acquisition work has been authorized; and contracts have been

awarded on 53 percent of the construction work. In total, the work authorized to date represents 56 percent of the estimated total cost of completing the Interstate System as developed in the 1965 cost estimate.

Table 3 shows by State the status of active and completed projects financed from Federal-aid interstate funds.

For the ABC program of primary, secondary, and urban highways, projects have been completed since July 1, 1956, at a total cost of \$16.3 billion. The completed projects include over 197,000 miles of construction contracts at a total cost of \$15.3 billion, and engineering and right-of-way acquisition totaling \$1 billion.

ABC projects underway or authorized on March 31, 1966, totaled \$3.7 billion and includes nearly 19,000 miles of construction contracts at a total cost of \$2.9 billion and engineering and right-of-way acquisition totaling \$793 million.

The status of active and completed projects under the ABC program is shown by States in the enclosed table 4.

The apportionments made to the States last August included an Interstate apportionment of \$3 billion and an ABC apportionment of \$1 billion.

I would like now to report briefly on the program authorized by the Highway Beautification Act of 1965.

You will recall that the 1965 Highway Beautification Act provided authorizations for each of the fiscal years 1966 and 1967 in the amount of \$20 million for billboard control, \$20 million for junkyard control, and \$120 million for landscaping and scenic enhancement. However, the appropriations for fiscal 1966 were \$10 million for billboard and junkyard control combined, and \$60 million for landscaping and scenic enhancement.

For billboard control, a total of \$3 million of the \$10 million has been allocated to States and obligations to date have totaled \$1,928,311. And a total of \$3 million also has been allocated to States for junkyard control, and obligations for this program have totaled \$930,561. Total obligations for the two programs combined amount to \$2,858,872, and the unobligated balance of the allocations is \$3,141,128 which we anticipate will be obligated by June 30, of this year.

Details of these two programs are shown by States in table 5.

The \$60 million appropriated for landscaping and scenic enhancement has all been apportioned and made available to the States. Obligations to date have totaled \$10,438,544. Details of this program are shown in table 6.

Progress also is being made in advancing the Appalachian Development Highway Program, authorized by the Appalachian Regional Development Act of 1965. A total of \$840 million was authorized for highways under this act, of which \$200 million has been appropriated. Allocations to States have totaled \$166 million for developmental roads and \$10,038,000 for local access roads. Obligations have totaled \$38,574,722 for developmental roads and \$2,310,700 for local access roads, and we anticipated that the remainder of the \$200 million appropriation will be obligated by June 30 of this year.

Details of this program are shown by States in table 7.

Section 4 of Senate Joint Resolution 81, Public Law 89-139, popularly referred to as the Baldwin amendment was enacted August 28, 1965. It provides that each State should have by December 31, 1967, a highway safety program in accordance with uniform standards approved by the Secretary of Commerce. The development of these standards is well advanced. An advisory committee with representation from national organizations of State highway, motor vehicle, and enforcement officials was created. Meetings have been held and views and recommendations have been obtained. Drafts of the standards are now under preparation. The present schedule calls for issuance of the standards in the early autumn of this year.

Work is progressing in the Bureau of Public Roads toward preparation of the report to Congress in January 1968 on the future highway needs of the Nation, as called for in Senate Joint Resolution 81.

For the purposes of this study the State highway departments have already supplied the Bureau of Public Roads with information on present and anticipated future use of all roads and streets, and their estimates of the cost of correcting the present inadequacies and providing for future traffic growth. These estimates will be carefully reviewed, and consideration given to the effect on them of the potential impact of improvement in other modes of transport and changing highway transport technology. An essential next step in the Bureau's study is a careful review of the functional use, that is arterial, collector or land service, of all roads and streets to serve as a basis of appraisal of how well the present Federal-aid systems—interstate, primary, and secondary—conform to the functions they should perform.

The program for financing the Interstate System through September 30, 1972, as authorized by existing legislation is shown in figure 1.

The authorizations in this program total \$37.1 billion which is \$4.9 billion short of the Federal share of the cost of completing the System as reported in the 1965 estimate. Funds totaling \$25.215 billion for fiscal years through 1967 have been apportioned to the States and apportionments of \$3 billion for each of the fiscal years 1968, 1969, and 1970, and \$2.885 billion for fiscal year 1971 are presently authorized.

In addition to the total \$37.1 billion of Interstate apportionments, the program under existing legislation is projected to provide apportionments for the ABC program and estimated allocations for the emergency relief program through September 30, 1972.

Estimated annual apportionments, disbursements, revenues, and Trust Fund balances for the program to be financed from the Highway Trust Fund under existing legislation are shown in table 8. Amounts are included for "other" programs to cover estimated requirements of \$30 million annually for emergency relief of Federal-aid highways damaged by floods or other disasters which would continue to be financed from the Highway Trust Fund.

Table 9 shows each State's approximate share of the 1968 Interstate funds under existing legislation plus \$1 billion of ABC funds.

The program recommended in proposed legislation jointly submitted to the Congress on March 21, 1966, by the Secretary of the

Treasury and the Secretary of Commerce would provide additional Highway Trust Fund financing. The proposed financing program would provide for (1) increasing the tax on diesel fuel used in highway vehicles, (2) making more equitable the heavy vehicle weight taxes which are presently dedicated to the Trust Fund, (3) assigning revenues from 1 percentage point of the automobile excise tax and necessary amounts from general funds of the Treasury to the Highway Trust Fund to finance the beautification and traffic safety programs, (4) transferring excise taxes on aviation fuel from the Highway Trust Fund to the general fund, and (5) extending the present October 1, 1972, tax cutoff date for the Trust Fund by 5 months, to February 28, 1973.

This program will provide the additional financing for (1) the remaining \$4.9 billion of the \$5 billion increase in the Federal share of the cost of completing the 41,000-mile Interstate System in accord with the 1965 Interstate cost estimate; (2) the forest highway programs; (3) the public lands highway program; (4) the traffic safety program; and (5) the highway beautification program. The emergency relief program is included at a projected rate of \$30 million annually, recognizing that the proposed legislation would permit obligations of \$50 million if needed in any year and that appropriations would be made from general funds for any emergency work not on a Federal-aid highway system.

The program for completion of the Interstate System under proposed legislation is shown in figure 2.

Interstate apportionments under this proposed program total \$42 billion, including \$3.3 billion for the fiscal year 1968, \$3.6 billion for each of the fiscal years 1969, 1970, and 1971, and \$2,685 billion for fiscal year 1972. Approximate apportionments by State for fiscal years 1968 and 1969 are shown in tables 10 and 11, respectively.

Estimated annual apportionments, disbursements, revenues, and Trust Fund balances for the program to be financed from the Highway Trust Fund under proposed legislation are shown in table 12.

Turning now to the pending bill before this subcommittee, may I say that it is customary for Congress to enact biennially a 2-year authorization measure for orderly continuation of the Federal-aid ABC program. This program, as you know, pertains to the Federal-aid primary and secondary highways, and their extensions in urban areas. The bill additionally provides authorizations for other ongoing programs, including the important Interstate program, and covers other items warranting the consideration of Congress. The bill is identical to the proposed Federal-Aid Highway Act of 1966, submitted to the Congress on March 21 of this year.

I shall now discuss in more detail the various provisions of the bill and the need for their enactment.

Under section 1, the act is cited as the "Federal-Aid Highway Act of 1966."

Section 2 revises and increases the authorization of funds for the Interstate program. For the fiscal year 1968, the authorization is increased by \$300 million to a total of \$3.3 billion. For each of the fiscal years 1969, 1970, and 1971, the increase amounts to \$600 million, bringing the total for each of those years to \$3.6 billion. A new authorization is provided for the fiscal year ending 1972 in the amount of

\$2.685 billion. These revisions in the schedule of Interstate authorizations amount to a total increase of \$4.9 billion in the Federal share, thereby increasing the total Interstate authorizations from \$37.1 billion to \$42 billion. These increases are made necessary to conform to the latest cost estimate submitted to Congress on January 11, 1965 (H. Doc. 42, 89th Cong.) The financing of these increases is provided for in the administration's draft bill entitled "Highway, Airway, and Waterway User Act of 1966," included in the transmittal to the Congress on March 21.

Section 3 authorizes the Secretary of Commerce to apportion Interstate funds authorized for fiscal years 1968 and 1969, based on the apportionment factors contained in table 5 of House Document 42. These factors, which were developed from the 1965 cost estimate data, are to be used for apportioning Interstate funds for those years, as provided in section 104(b)(5), title 23, of the United States Code. Under this section, the Interstate System cost estimate is revised periodically on the basis of standards approved by the Secretary in cooperation with the State highway departments and applied uniformly throughout the States. The next cost estimate is to be submitted to the Congress in January 1968 for use in apportioning Interstate funds for the fiscal year 1970.

Senate Joint Resolution 81 authorized the apportionment of Interstate funds for the fiscal year 1967 using the apportionment factors as contained in table 5 of the House document. The apportionment of the 1967 Interstate funds was made on August 30, 1956.

The Department's statement to the subcommittee last year went into considerable detail as to the manner of developing the cost estimate. However, it may be helpful if I briefly touch on the matter again.

The Bureau of Public Roads, in cooperation with the State highway departments, prepared an instructional manual for use in preparing the estimate of the cost of completing the Interstate System. The manual, which was furnished to the State highway departments in January 1964, provided the geometric design standards; a suggested method of forecasting traffic; and procedures for preparation, assembly, and submission of the cost estimate. Meetings were held to review the manual with the representatives of the State highway departments and the Bureau of Public Roads field offices to assure its uniform interpretation. Interpretative directives were also issued by the Bureau from time to time and repeated meetings were held as the work progressed.

This interpretation on a national basis, together with close and continuing liaison between all concerned, provided for the uniformity of application of the estimate regulations required by law.

We believe the estimate to be sound and a proper reflection of the then existing relative needs of the several States to complete an Interstate System providing adequately for the capacity and safety needs of the future. It presents no broad commitment, of course, for each project is examined in detail when actual construction plans are presented to the Bureau of Public Roads for review.

The 1965 cost estimate reported an increase of \$5.8 billion over the estimate submitted to Congress in 1961.

An estimated \$3.6 billion of the cost increase results from system additions and adjustments made during the period between the two

estimates; the change in the applicable design year from 1975 to standards adequate to handle the traffic forecast for 20 years from the date of project approval; additional interchanges and grade separation structures to provide improved service to highway users, largely because of increased traffic demands associated with the availability of large portions of the Interstate System; added traffic lanes required to meet the demands of increased traffic volumes, other than lanes added as a result of the change in the design year; wider shoulders on bridges in the interest of safety of operations; heavier design of highway pavement, based on the AASHO road test, so as to lengthen the serviceable life of the pavements; changes and additions in a variety of highway elements based on information and knowledge developed to a greater extent than that available at the time of the 1961 estimate. These include changes in excavation, embankments, drainage structures, utility adjustments, roadside improvements, signs, and other items not identified in previous categories.

Nearly \$2 billion of the \$5.8 billion increased costs are in the categories of right-of-way, preliminary engineering, and construction costs due to change in unit price since the last estimate.

As you know, the apportionment of 1967 Interstate funds, which was made in August 1965, was the last apportionment authorized by Congress. The apportionments of 1968 Interstate funds, which should be made later this year and of 1969 Interstate funds next year cannot be made without further action by the Congress.

Section 4 makes certain conforming amendments to title 23 of the United States Code, required by the new authorization of Interstate funds in section 2 for the additional fiscal year 1972.

Under section 5, \$1 billion is authorized for each of the fiscal years 1968 and 1969 for ABC projects on the Federal-aid primary system, the Federal-aid secondary system, and their extensions within urban areas. The sum of \$450 million is available for the primary system, \$300 million for the secondary system, and \$250 million for their urban extensions, pursuant to the existing 45-30-25 percentage formula. These authorizations are identical to those previously provided for the fiscal years 1966 and 1965.

This section also authorizes for each of the fiscal years 1968 and 1969 the sum of \$33 million for forest highways and \$7 million for public lands highways. These authorizations are also identical with those provided for such purposes for the fiscal years 1966 and 1967. In the past, these authorizations have been financed from the general fund of the Treasury. Under the pending bill, such authorizations are to be financed from the Highway Trust Fund and are to be available for expenditure only for those forest and public lands highways that are on a Federal-aid system. While such system limitation has not previously been in effect, it is not anticipated that it will create any problems or work any hardship on the States. At the present time, approximately 88 percent of the 25,600 miles of forest highways are on one of the Federal-aid systems. Most of the remaining mileage would be eligible for transfer to a Federal-aid system upon application by the State concerned. A relatively similar situation exists with respect to public lands highways. Because of the relationship of these two types of highways to the Federal-aid systems, it would seem consistent to finance these highways from the Trust Fund.

In addition, this section authorizes appropriations from the general fund for the fiscal years 1968 and 1969 for various categories of Federal domain roads, as follows:

Forest development roads and trails, \$85 million for 1968, and \$110 million for 1969; public lands development roads and trails, \$2 million for 1968, and \$3 million for 1969; park roads and trails, \$25 million for 1968 and \$30 million for 1969; parkways, \$9 million for 1968, and \$11 million for 1969; and Indian reservation roads and bridges, \$18 million for 1968, and \$23 million for 1969. Since these funds are administered by the Department of Agriculture and the Department of the Interior, we defer to the views of these Departments concerning the amounts involved.

Section 6 removes the prohibition against the use of the Highway Trust Fund after June 30, 1966, to finance the highway beautification program. The Highway Beautification Act of 1965 prohibits the use of the Highway Trust Fund with respect to the authorization for the fiscal years 1966 and 1967 in carrying out the provisions for control of outdoor advertising and junkyards as well as for landscaping and scenic enhancement. Congress, in enacting this prohibition against use of the Trust Fund, made it quite clear that its purpose was to prevent diversion of Federal-aid construction funds from the Trust Fund for these purposes.

While H.R. 14359 provides that the beautification program be financed through the Trust Fund beginning with the fiscal year 1967, it is the administration's position that this expenditure should not encroach on the currently dedicated highway user revenues. Financing of beautification as well as traffic safety would be provided for by appropriation of 1 percentage point of the present automotive excise tax to the Highway Trust Fund. As required, additional funds would be transferred from the general fund of the Treasury to the Highway Trust Fund to meet expenditure requirements not met through dedication of the 1 percentage point of auto excise. These financing arrangements are also provided for in the draft bill entitled "Highway, Airway, and Waterway User Act of 1966."

Finally, section 7 amends section 125 of title 23 United States Code, relating to emergency relief funds for repair or reconstruction of highways, roads, and trails seriously damaged by floods or other disasters. The amendment increases the standby authority for these purposes from \$30 million to \$50 million for the fiscal year 1967 and each year thereafter. Further, it provides for a 2-year carryover of any unexpended balances, as is now applicable to the regular Federal-aid authorizations.

For the current fiscal year, \$20 million is available from the general fund in addition to the \$30 million from the Trust Fund authorized by section 125. This increase was necessary as the floods, tornadoes, hurricanes or other forms of physical disaster in various sections of the Nation had exhausted the existing funds. By making permanent the \$50 million presently authorized for the current year, and providing a 2-year carryover of unexpended balances, we should eliminate the need to request increases in emergency authorizations as was recently necessary in the case of the Alaska and Northwest disasters.

This section of the bill also provides that emergency relief expenditures on any of the Federal-aid systems are to be reimbursed from the

Trust Fund, while such expenditures for various types of Federal domain highways, roads and trails off the Federal-aid systems are to be reimbursed from the general fund of the Treasury. At the present time, emergency relief expenditures whether on or off the Federal-aid systems are reimbursed from the Highway Trust Fund.

The prospects for the future of the highway program are dependent upon the actions of this Congress. I respectfully urge that these actions be carried out in accordance with the provisions of H.R. 14359.

I appreciate this opportunity to appear before you and discuss the progress of the highway program and the provisions of the pending bill.

Thank you.

Mr. KLUCZYNSKI. That completes your statement, Mr. Boyd? Thank you, Mr. Boyd, for your fine report on the Interstate Highway System, the Appalachian region, the junkyards, the billboards, beautification, the balance in the Trust Fund, and your comments as to our pending proposed legislation.

Mr. BOYD. Thank you.

Mr. KLUCZYNSKI. The Chair recognizes our chief counsel, Mr. Sullivan.

Mr. SULLIVAN. Mr. Whitton, I note that on page 12 of this statement it is said the 1965 estimate is a sound reflection of the then existing relative needs of the several States. Is this also a sound estimate of the total cost of completing the Interstate System?

Mr. BOYD. Page 12, Mr. Sullivan?

Mr. SULLIVAN. Page 12, Mr. Whitton, the last paragraph on page 12. It reads:

We believe the estimate to be sound and a proper reflection of the then existing relative needs of the several States to complete an Interstate System providing adequately for the capacity and safety needs of the * * *.

My question is this: Is this also a sound estimate of the total cost of completing the Interstate System?

Mr. WHITTON. This estimate, Mr. Sullivan, was based on the costs of doing work in 1963. It has been the policy to use the work unit costs of the latest year. We prepared the estimate in 1964, and it has been our policy to use the estimate without anticipating subsequent increases in the cost of doing work.

Mr. SULLIVAN. This is now 1966, Mr. Whitton. Has there been any change between 1966 and 1963?

Mr. WHITTON. Yes. There have been changes in costs of doing work, amounting to about 2½ percent a year.

Mr. SULLIVAN. We are talking about the unit prices.

Mr. WHITTON. Unit prices; yes, sir.

Mr. SULLIVAN. In your opinion that will continue to increase?

Mr. WHITTON. In my opinion, yes.

Mr. SULLIVAN. What effect will this change in unit price increase have on the total costs of the System?

Mr. WHITTON. It will have some effect and cause some increases in total costs.

Mr. SULLIVAN. In other words, the \$42 billion estimate we are talking about this morning will be exceeded if the continuing trend of increase in unit prices goes up?

Mr. WHITTON. Yes.

Mr. SULLIVAN. What are some other cost changes that are not included in this 1965 cost estimate?

Mr. WHITTON. The beautification costs are not included in the 1965 estimate, but, hopefully, they will be covered by the transfer of 1 percentage point of the automobile excise tax to the Trust Fund.

Mr. SULLIVAN. Can you give us your best judgment at this time—and I know it is only a projection—of what the total cost of this beautification program may be?

Mr. WHITTON. Our best estimate for total cost on the Interstate System is \$1,612,000.

Mr. SULLIVAN. That is only Interstate; that has no reference to the primary?

Mr. WHITTON. We have no firm or informal figures on the primary.

Mr. SULLIVAN. Mr. Whitton, the Interstate program is now moving into the more heavily populated areas of the country, the urban sections.

Mr. WHITTON. Yes.

Mr. SULLIVAN. It has been moving, as we are all aware, into areas such as New York, San Francisco, among others. In moving into the urban areas, has any thought been given to a change in the social and esthetic approach we take to this highway construction? In other words, I have reference to relocation payments for displacement of either individuals or businesses.

For instance, when you come into a city and you find something like an outstanding landmark, and you may as a result, instead of going through the landmark, have to go around it and necessarily lengthen a certain amount of the System, are these factors being taken into consideration at this time?

Mr. WHITTON. Very definitely.

Mr. SULLIVAN. Do you think these factors are still considered when the estimates are arrived at and will they further increase the costs to the Interstate System?

Mr. WHITTON. Yes. These factors will result in increased costs.

Mr. SULLIVAN. For instance, there are examples in many areas under the urban relocation program of a payment of up to \$25,000 if a business is eligible. Under the existing highway program, as we are well aware, an individual can receive only up to \$200 and a business up to \$3,000.

Do you think if a projection were made by this committee or a change was made in existing law which would increase the payment to individuals or to businesses, this would help you in your urban problems?

Mr. WHITTON. We receive some criticism from the fact that we pay a lower amount for the removal of individuals and businesses than they do in some other governmental agencies.

Mr. SULLIVAN. Mr. Whitton, this committee, as you are well aware, has been intensely interested in the highway safety program, as the Baldwin Amendment last year certainly shows. For safety alone, should not the Interstate System have a minimum requirement of two lanes of divided sections?

Mr. WHITTON. Yes. It is my recommendation—this is my personal recommendation—that the entire Interstate System be built in divided pavement lanes.

Mr. SULLIVAN. Will this be an additional cost?

Mr. WHITTON. I think \$200-some-odd million; \$265 million.

Mr. SULLIVAN. Is this included in the figures presented to us today?

Mr. WHITTON. No, sir.

Mr. SULLIVAN. It is not included?

Mr. WHITTON. No, sir.

Mr. SULLIVAN. Are there other increases to be expected, in addition to the construction of more lanes, in some sections than were recorded in this estimate?

Mr. WHITTON. There is going to be an increase, in my judgment, in the urban areas. It is becoming more and more difficult for us to build through urban areas, in the acquisition of rights-of-way, and also in the design of roads through urban areas.

We are doing the best we know how to make the impact on the urban areas as easy as possible, and in every way possible to enhance the building of expressways through urban areas. We have agreed in several instances to depress—I do not like that word, but that is the best one I know of—the highway sections through urban areas.

This has added to the cost of these sections. So I anticipate that there will be some additional costs as we do more urban work in the future than we have in the past.

Mr. SULLIVAN. Are you talking about depress being the same as tunneling?

Mr. WHITTON. No, I am not talking about tunneling. I know there is some great pressure in certain areas to do tunneling, and it is possible we may have to do some tunneling in some isolated—I hope—locations.

I do not mind saying that I do not like tunneling. Tunneling to me is the last resort to get through an obstacle, under a river, or under some point on the ground that needs to be preserved, or through a mountain or something like that.

Nobody likes to drive in a tunnel, to my knowledge, unless they just want to get across the river or across the mountain. Certainly the view from the tunnel is not too good.

We have been approached around the country to try to develop roads in such a way that the view from the road will create a better impression on the rider in the automobile. I believe President Johnson himself has said that more people will see America from the road than from any other point.

I do not believe he would think the view from the tunnel was very good. So we are going to try to hold tunnels to the lowest possible minimum distance, recognizing of course in our judgment that tunnels must be built in some areas. When they have to be built, we will build them, but they will be expensive.

Mr. SULLIVAN. They will be an increase to the estimate, will they not?

Mr. WHITTON. Yes.

Mr. CLEVELAND. Mr. Chairman, on this point, may I ask a question.

Mr. KLUCZYNSKI. Mr. Cleveland.

Mr. CLEVELAND. We just appropriated a considerable sum of money for a fine arts program. Perhaps we could put murals on these tunnel walls. [Laughter.]

Mr. SULLIVAN. Mr. Whitton, several years ago this committee held hearings with reference to vertical clearances involving the Defense Department. Have you any request from the Department of Defense having to do with modification of existing structures in regard to vertical clearance?

Mr. WHITTON. We had a letter just a few days ago from the Defense Department, asking us to talk about that. They are anxious now to get 16-foot clearances on all Interstate routes, and I think on all primary routes.

Mr. SULLIVAN. This would be an additional increase, would it not?

Mr. WHITTON. Yes, it would be some additional cost.

Mr. SULLIVAN. I do not know whether you or Mr. Boyd want to answer this question I have in mind. From the brief discussion we have had, Mr. Whitton, it becomes obvious the \$42 billion we are talking about today will not be an adequate amount to complete the Interstate System. With the inadequate revenues now existing to supply the Trust Fund, how can you at this time recommend the transfer of the forest highway program and the public lands highway program from the general funds to the Trust Fund?

Mr. BOYD. I think I had better answer that because I am not at all sure Mr. Whitton could justify it, nor that he is interested in justifying it.

The fact of the matter is, as I stated in my testimony, these roads are generally speaking today a part of one or more of the categories of the Federal-aid system, and it seemed to us on the part of the administration there was really no valid reason that could be projected for having a separate type of financing for roads which are part of the system, which is financed in toto, but for these roads, from the Highway Trust Fund. In other words, it is all part of the same ball of wax, as we look at it.

Mr. EDMONDSON. Will the gentleman yield at that point for a question?

Mr. KLUCZYNSKI. Mr. Edmondson.

Mr. EDMONDSON. Is it not a fact though, Mr. Boyd, that truck traffic, which is a major producer of revenue for the Trust Fund, moves in practically no numbers at all across a lot of these forest trails and park roads, Indian roads?

Mr. BOYD. I am not talking about the Indian roads, Mr. Edmondson, which I think are in another category.

Mr. EDMONDSON. You are talking about forest roads primarily.

Mr. BOYD. The forest highways, as I understand it, are predominantly part of the Federal-aid primary or secondary system. That being the case, I have no way of distinguishing between which roads trucks move on and which roads they do not move on.

I think this is probably like so many things, a matter where it is impossible to generalize, that it would depend on the location of the road.

Mr. EDMONDSON. Most of them are scenic-type drives, I think, that would generally get tourist traffic and private motor vehicle traffic.

Mr. BOYD. That may be. I do not question that, Mr. Edmondson. They are scenic roads, I am sure.

For example, I understand part of the primary system in the State of Arizona, which has nothing but scenic roads—I am sure from per-

sonal experience that trucks move over the primary system in Arizona in rather significant numbers.

Mr. OLSEN. Will the gentleman yield?

Mr. KLUCZYNSKI. Mr. Olsen.

Mr. OLSEN. I want to take up your point there. Of course, in Montana, too, all of the highways are scenic highways, but there is a very substantial amount of truck traffic on forest access roads of Montana. As a matter of fact, there is no other vehicle taking the timber out of the forests in Montana, except very large trucks.

Mr. BOYD. I am glad to see we have a supporter here, Mr. Olsen.

Mr. HARSHA. Mr. Chairman.

Mr. KLUCZYNSKI. The chairman of the full committee is asking a question.

Mr. FALLON. I ask Mr. Edmondson if he will yield to me for just a question.

Mr. KLUCZYNSKI. Mr. Sullivan has the floor.

Will the gentleman yield?

Mr. SULLIVAN. I had better.

Mr. FALLON. Thank you, Mr. Chairman.

Mr. Boyd, on that point, in this category of roads, what is the Government's percentage of contribution to the construction of them?

Mr. BOYD. I would like to refer that question to Mr. Whitton, Mr. Fallon, if I may. These are the public lands and forest highway roads?

Mr. FALLON. If he can tell me the percentage of the different categories.

Mr. WHITTON. Both categories are 100 percent Federal financing—Public lands highways and forest highways are 100 percent.

Mr. FALLON. In your request here today are you asking that this committee approve up to a hundred percent on some category roads?

Mr. WHITTON. That is right. On the forest highways and the public lands roads, not the forest development highways.

Mr. CRAMER. Mr. Chairman, if the gentleman will yield?

Mr. SULLIVAN. Yes, Mr. Cramer.

Mr. CRAMER. One of the key issues relating to the raids on the Trust Fund, at least that is what I call them, calls for changing the financial structure from the present general fund to the Trust Fund, so that the effect will be \$85 million a year, or a total of about \$263 million over the balance of the Trust Fund period for forest highways alone which would come out of the Trust Fund rather than the general fund. Is that not the effect of such a recommendation?

Mr. BOYD. Yes, sir. I don't have those figures, but—

Mr. CRAMER. Are those figures correct, Mr. Whitton?

Mr. WHITTON. Yes; \$220 million.

Mr. CRAMER. Forest highways would be \$220 million?

Mr. WHITTON. Yes. Public lands, \$53 million.

Mr. CRAMER. That is for how long a period of time? How many years?

Mr. WHITTON. That is to 1973.

Mr. CRAMER. That includes the year extension being proposed for completing the Interstate System?

Mr. WHITTON. Yes.

Mr. CRAMER. It will be 16 years instead of the presently authorized 15 years to complete the Interstate System?

Mr. BOYD. It goes through February 28, 1973.

Mr. CRAMER. If you make it a 16-year period, it would be \$263 million. If you make it, the public lands highways, a 16-year period, it would be about \$62 million. So, if you use the 16-year period we are talking about it will be approximately \$325 million through all of 1973. Would those figures be approximately correct?

Mr. WHITTON. In 1973.

Mr. BOYD. Yes, sir.

Mr. CRAMER. So the proposal is to take \$325 million, if it is through 1973, out of the Trust Fund, moneys that would now go for construction, and moneys—the \$325 million—that now comes out of the general funds, so the net effect is you are taking \$325 million out of the Trust Fund that is already short of money.

Mr. BOYD. Excuse me, sir.

Mr. CRAMER. That is the effect of it, is it not?

Mr. BOYD. That is certainly one way of looking at it, Mr. Cramer.

Mr. CRAMER. I think that is the way it should be looked at. Now, what happens to the annual authorization for forest highways? Are they done away with? How do you determine how much is to be spent annually on forest highways?

Mr. BOYD. That is set forth in this bill.

Mr. WHITTON. Thirty-three million.

Mr. CRAMER. That is on page 5, section 5(4).

Mr. BOYD. Yes, sir.

Mr. CRAMER. Is that correct? In other words, there would be given, by using this method, priority to forest development roads and trails to the tune of \$85 million for 1968 and \$110 million for 1969.

Mr. WHITTON. Mr. Cramer, forest development does not come out of the trust fund.

Mr. CRAMER. Paragraph 2, yes; \$33 million for 1968, \$33 million for 1969; public lands will be \$2 million for 1968, \$3 million for 1969.

Mr. WHITTON. Public lands, \$7 million for each year.

Mr. BOYD. That begins line 25, at the bottom of page 4.

Mr. CRAMER. So that means for that amount there will be paid out of the Trust Fund up to 100 percent of cost of construction before a determination of what is left in the Trust Fund for allocation for construction on Interstate and ABC. Is that not correct?

Mr. WHITTON. Yes.

Mr. CRAMER. So you take this out first. What is left you use to determine allocation on the Interstate and ABC system; right?

Mr. WHITTON. That is right.

Mr. CRAMER. The same is true with regard to your recommendation relating to beautification and safety. There you determine what you believe safety and beautification will cost and allocate that first. Then, again, what is left goes to construction for Interstate and ABC, if the 1 percent is not transferred and earmarked.

Mr. BOYD. It does not quite work that way, Mr. Cramer, because the administration has made a commitment that the safety and beautification shall come from one or both of two sources: The transfer of

the 1 percent auto excise tax and/or from the general funds, where there is any shortfall. Now, the shortfall could be either the total amount if the 1 percent is not transferred, or it could be the difference between the revenues generated by the 1 percent and the total expenditures. There is no cost to the Trust Fund other than the possibility that the current expenditure would exceed the amount of the 1 percent excise tax, in which case that would be covered, as I understand it, by the borrowing—

Mr. CRAMER. I understand what you are trying to do, but it is on the assumption that the Ways and Means Committee is going to transfer 1 percent.

Mr. BOYD. No, sir; it is not on that assumption at all.

Mr. CRAMER. Where does it provide in the authorization bill for it?

Mr. BOYD. Sir?

Mr. CRAMER. Where in the language does it provide in the authorization bill before us, in section 6, for instance, "Highway Beautification," that if funds are not transferred it will be paid out of the general funds? Where does it state that?

Mr. BOYD. I do not believe it states it in this.

Mr. CRAMER. Of course, it does not. So the effect would be if the Ways and Means Committee did not vote to transfer 1 percent of the automobile excise tax to the Trust Fund, this authorization language would permit you to use money out of the Trust Fund for highway beautification purposes?

Mr. BOYD. I think as a technical matter that is certainly correct.

Mr. CRAMER. There is no question about it. That is what it says. It says—you are repealing the present language—and I am reading from page 5, lines 22, 23, and 24: "No part of the Highway Trust Fund shall be available to carry out this section." That is the present language. You are adding "before July 1, 1966."

So after July 1, 1966, trust fund money can be used for that purpose. Is there any question about that?

Mr. FALLON. Will the gentleman yield?

Mr. KLUCZYNSKI. Mr. Cramer, the Chairman wants to be recognized.

Mr. CRAMER. Yes, certainly.

Mr. FALLON. Is it not true, following the questioning of Mr. Cramer, we are increasing the authorization from the Interstate System over the amount that was authorized in 1957 for the next 2 years?

Mr. BOYD. Yes.

Mr. FALLON. So that it follows, what Mr. Cramer is saying, is that not predicated on additional taxes that have to be considered by another committee?

Mr. BOYD. Yes, sir. I think that is a very important point, Mr. Chairman, because we cannot work in a vacuum. We have to consider the other legislation.

Mr. SULLIVAN. Mr. Kluczynski.

Mr. KLUCZYNSKI. The Chair recognizes Mr. Sullivan.

Mr. SULLIVAN. In connection with this question involving beautification, in your best judgment do you want this committee to wait before we act on this transfer to the Trust Fund for beautification and safety until the Ways and Means Committee has transferred the 1 percent?

Mr. BOYD. No, sir.

Mr. SULLIVAN. This puts us in a spot once again, Mr. Boyd. If we retain this language in the legislation now pending before us, which allows a transfer to the Highway Trust Fund of this money, and the Ways and Means Committee does not transfer the 1 percent for beautification and safety, could we still do what you have indicated in your testimony, could we have it come out of the general funds, which you say you are willing and able to do?

Mr. BOYD. That is correct. Any sum necessary for safety and beautification will come out of the general fund, either through a transfer of the 1-percent excise tax, which is now paid into the general fund, or through direct appropriation.

Mr. SULLIVAN. Then none of it will come out of the construction money that is earmarked for the Interstate and the ABC system.

Mr. BOYD. That is correct.

Mr. CRAMER. Will the gentleman yield?

Mr. KLUCZYNSKI. Mr. Cramer, will you yield to Mr. Wright, the gentleman from Texas?

Mr. WRIGHT. Mr. Boyd, if this bill should be passed as drafted, it would make it necessary for the Congress then to pass additional taxes, would it not?

Mr. BOYD. Certainly, Mr. Wright. The predicate on which this bill is based is that the Congress will act on the companion bill—I say “companion” in the sense they were submitted to the Congress at the same time for additional user charges.

Mr. WRIGHT. It would be a little meaningless, would it not, for us to pass a bill at this time, and then to fail to pass what you refer to as a companion bill to raise the taxes?

Mr. BOYD. No, sir; I do not think so. You are getting into an area where I am not technically competent, and you are asking me technical questions.

Mr. WRIGHT. To authorize an expenditure of x number of additional dollars out of the Trust Fund, then if we fail to replace that deficit by raising taxes to go into the Trust Fund by additional amounts, we have unbalanced it that much further.

Mr. BOYD. This then relates back to what is a public commitment that has been made from the rooftops in Washington, that the administration would seek authority from the Congress to transfer from the general fund any sums over and above those utilized for the purpose of construction.

Mr. WRIGHT. Of course, in the earlier passages of your comments here today I believe we find on page 8 of your statement the following comment:

The proposed financing program would provide for (1) increasing the tax on diesel fuel used in highway vehicles, (2) making more equitable the heavy vehicle weight taxes which are presently dedicated to the Trust Fund—

I assume that means increasing their need—

(3) assigning revenues from 1 percentage point of the automobile excise tax and necessary amounts from general funds of the Treasury to the Highway Trust Fund to finance the beautification and traffic safety programs.

In other words, we need to be clear in our minds, do we not, if we pass this bill as it is drafted we contemplate raising taxes.

Mr. BOYD. Oh, yes, sir. I don't think there is any question about that. This, without regard to beautification or safety, Mr. Wright. You can forget that, and there is still a requirement for additional revenues to complete the Interstate program.

Mr. WRIGHT. Yes, because we escalate the annual authorization up to 1972 or 1973 by more money than heretofore has been authorized.

Mr. BOYD. Yes.

Mr. WRIGHT. Now, how does it comport with our basic actions in reducing certain excise taxes to increase certain excise taxes in this category? Is that consistent?

Mr. BOYD. Mr. Wright, I am speaking for the administration, but in a very limited area. I would urge that you relay this question to somebody from the Treasury, because I have nothing to do with fiscal policy.

Mr. WRIGHT. I understand, but you are proposing a bill which is going to require an increase in taxes, and therefore, I think you have some reason to have an opinion on the matter, Mr. Boyd. I am not of a disposition to ask you to express an opinion when you have none, but do you not feel that you probably assume some responsibility in coming here asking for a program which will of necessity increase taxes?

Mr. BOYD. Yes, sir; and I will be glad to answer that, Mr. Wright. This is a very large Government. It has many responsibilities. It has many programs, and it has many problems. In a Nation as large as this we are often, if not all the time, faced with conflicting policies. The whole tenor of our history is to try to make adjustments of these conflicting policies to achieve the most equitable results.

It is the consensus of the administration that in order to accomplish the requirements of this roadbuilding program, which is so vital to this Nation, that taxes should be raised in the user category to complete construction of the Interstate System and maintain the level of activity in the ABC system as well as the public lands and forest highways.

Mr. WRIGHT. That is a very good and straightforward answer. Let me ask you an additional question. Inasmuch as the President recently has been encouraging local units of government, and to some degree the Federal Government, to defer the type of capital expenditure in other matters, which is encompassed in this particular public works program, how consistent is it with that policy, which is designed to curb the inflationary impact, for us at this time to be increasing the amounts going into the highway program?

Mr. BOYD. My answer to that, Mr. Wright, is that the reason for this curbing is the threat of inflation which has a very deleterious effect upon the purchasing value of the dollar. It is a matter which, as I understand it, everyone hopes is a transient problem.

We are seeking here a forward authorization. The matter of fiscal management of the Government is something that is not, so far as I can see, an exact science yet. I am not prepared to say that the threat of inflation will be over in 2 months or 6 months or 12 months, but certainly the efforts that are being made now on all fronts—local government, Federal Government and industry—are to dampen the effect of the inflation.

It may well be that with the rapid shifts in the economy 12 months from now we will be in desperate need of public works projects to keep the economy moving.

Mr. HARSHA. Mr. Chairman.

Mr. WRIGHT. I understand your answer. Beyond that, there appeared in the Washington Post, I think, recently an editorial suggestion that as part and parcel of the dampening of the inflationary expenditures we might, instead of permitting additional moneys for the completion of the Interstate System on schedule, consider a stretch-out in which the Interstate program, since it is costing more per unit than had been anticipated, might be completed at a later date than the 1972 date or the 6-month extension which is being proposed.

Do you see anything particularly harmful in that kind of approach?

Mr. BOYD. Mr. Wright, the law requires presently that the program be completed by October 1, 1972. We are seeking approval to extend it to February 28, 1973. Obviously, the impact on the inflationary pressures, whatever they are, is aggravated by any expenditure on roadbuilding, because such tremendous sums are involved.

My own feeling is, for a variety of reasons, including primarily safety, including also a very substantial concern about what happens to the work force and to the people who have invested their money in roadbuilding equipment—suppliers and whatnot—it would be a very unfortunate thing to eliminate or abandon the construction program at somewhere near the existing rate.

Mr. KLUCZYNSKI. The Chair wishes to make a statement. Members, I hope you will cooperate with the chairman. We have unanimous consent to sit during the general debate in the House today, tomorrow, and Thursday. As you all know, this is the most important legislation that will be before this committee this session.

So I would like to proceed in order, and the counsel has a few more questions. Then the Chair will recognize Mr. Cramer, and then I should recognize the Chairman of the full committee. I will assure you, you will be heard this morning, Mr. Chairman.

Mr. FALLON. Thank you.

Mr. SULLIVAN. Mr. Whitton, let us get back to the 1965 estimate which is before us this morning. We have gone over a series of costs which apparently were not included in this estimate. The best projection that I can get on this thing, from some figuring that was done by the staff, is if the 2½-percent unit price index continues until 1972, we are talking about an increase of some \$3.032 billion. Then on various design increases we have discussed previously we are talking about roughly \$983 million, so actually we are talking about a total increase of a little over \$4.015 billion, so instead of a figure of \$42 billion, we are really talking about a figure of roughly \$46 billion.

Is that not correct, Mr. Whitton?

Mr. WHITTON. That is about right.

Mr. SULLIVAN. This is also exclusive of safety and beautification. I am not including the 1.7 we are talking about for beautification or the \$700 million we are talking about for the safety program. At the present time we have no definite figure on that as well. That is an additional roughly 2 billion-plus. Assuming the 1 percent excise

tax is not transferred into the Trust Fund—and on Mr. Boyd's previous testimony that will come out of the general fund—so what we are really talking about is an increase of some \$4 billion over the \$42 billion estimate we have before us.

Do you not think we ought to take an approach to this thing where a further estimate might be submitted to this committee, giving a more realistic approach to the program, including all those factors?

That is for either you or Mr. Boyd.

Mr. BOYD. This estimate which has been presented, Mr. Sullivan, is based on the historical method of making these calculations. It seems to us that we ought to continue on this basis as we have in the past, because it has not retarded in any way the construction program up to the present. We do not anticipate that it will within the next year.

Mr. SULLIVAN. My next question: Would it not retard the construction program if additional revenue is not raised to take care of these figures?

Mr. BOYD. There is no question about it, if the costs are increased and if the revenues are not, we are in trouble.

Mr. SULLIVAN. The next estimate is due on January 1, 1968, and that will take care of fiscal 1970. Then there is another one due in 1969 under the present law. Is that correct?

Mr. BOYD. Yes.

Mr. SULLIVAN. How about eliminating several of these estimates at the present time and coming up either with an estimate next year, or one in 1969, to take care of the balance of the program? What would your thoughts be on that?

Mr. BOYD. I would have to ask Mr. Whitton to answer that because I am just over my head, trying to talk to you on this subject.

Mr. SULLIVAN. Mr. Whitton, if you would.

Mr. WHITTON. I do not know what the overall guiding policies are going to be, but to my way of thinking we ought to spread the cost of the Interstate System out over the remaining years as evenly as possible. I don't like the idea—I am speaking personally now—of building up a heavy program in 1 or 2 or 3 years, and then dropping off to a lighter program. I don't think it is good business, either for the construction industry or for the engineering industry or for the Federal Government.

I would like to see a continuing program on a reasonable level, either slightly increasing each year or on the same level each year. I don't like these up-and-down programs in the highway business.

Now, I cannot speak for anything except the highway end of it. There are, of course, higher level views of this total program—Government program—than mine. Mine is very narrow, looking only at the highway, and I want to keep the level even.

If it is important to run it up and down to serve some other purpose, then I will not be in position to make that decision.

Mr. SULLIVAN. Would you not think for the benefit of this committee it should have the actual figures we are discussing this morning rather than the figures that are presented to us?

Mr. WHITTON. I would have no objection to presenting you, with Mr. Boyd's approval, our judgment of what the cost would be.

Mr. CRAMER. I would like to request that be supplied for the record.

Mr. SULLIVAN. On the basis of this, is that not the way you think this committee should act, once we get these figures, either this year or next year, so we can have a reasonable series of figures for the authorization of the program?

Mr. WHITTON. I think this committee should provide for the completion of the Interstate System as now laid out for the 41,000 miles.

Mr. KLUCZYNSKI. Mr. Whitton, do you have that information for the record?

Mr. SULLIVAN. If the chairman requests this information we should have the estimated income on these figures presented to us, with or without any increases, with the transfer of the diesel tax and the weight tax, with the transfer of the 1-percent tax for beautification and safety, and without the taxes.

Mr. BOYD. We will give you the best figures we can.

(The information follows:)

EXTENSION OF HIGHWAY TRUST FUND

Requested information follows, regarding the extension of the Highway Trust Fund required to finance the present Federal-aid highway program plus additional costs, on a pay-as-you-go basis, under two alternative revenue proposals. They are:

1. With present revenues and proposed additional revenues *exclusive* of equalization taxes (2-cent-per-gallon diesel fuel tax increase and graduated truck use taxes): and

2. With present revenues and proposed additional revenues *inclusive* of the equalization taxes.

Revenues from existing sources are decreased by about \$10 million annually beginning July 1, 1966, by transfer from the Highway Trust Fund of receipts from aviation gasoline taxes.

Under revenue alternative No. 1, with present revenues and proposed additional revenues, but exclusive of equalization taxes, a 10-month time extension through July 31, 1973, would be required beyond the September 30, 1972, termination date provided by present legislation.

Under revenue alternative No. 2, with present revenues and proposed additional revenues, inclusive of equalization tax revenues, a 5-month time extension through February 28, 1973, would be required.

The following tables show details regarding estimated annual Highway Trust Fund apportionments, obligations, disbursements, receipts, and balances under each of the above programs.

In both alternatives it has been assumed that the highway beautification and traffic safety programs would be financed from receipts from 1 percentage point of the automobile excise tax plus whatever additional general fund appropriations are needed to provide for the financing of these two programs to February 28, 1973, per proposed legislation.

Disbursements include the ABC and emergency relief programs as provided by existing legislation; addition of forest highway and public lands highway beginning July 1, 1966, as proposed; highway beautification and safety as noted above; and changes in the Interstate program as follows: Interstate disbursements cover the full \$42 billion reported in the 1965 Interstate cost estimate (H. Doc. 42, 89th Cong.), plus \$630 million for design changes.

The design change cost of \$630 million is a preliminary estimate and made only for the purpose of answering the committee's request for additional information on this subject. It does not represent any decision to proceed with such changes.

In addition to the design change costs, if it were to be assumed that a 2½-percent annual increase trend in bid prices were to continue in the future from 1967 to the completion date of the Interstate System, it would add a total of approximately \$3 billion to the completion cost for the program through July 31, 1973, not including equalization tax revenues. This estimate does not appear in the following tables. However, the estimated 2½-percent bid

price change historically has been caused by economic and technological changes which cannot be predicted for future years.

REVENUE ALTERNATIVE NO. 1

Table 1-A covering the period through July 31, 1973, involves a 10-month time extension for the enlarged program. Table 1-B details regarding the annual disbursements for the separate programs. Table 1-C shows estimated revenues for this program.

REVENUE ALTERNATIVE NO. 2

Tables 2-A and 2-B show similar details for the program through February 28, 1973. Inclusion of \$1.589 billion of revenues from equalization taxes (2-cent-per-gallon diesel fuel tax increase and graduated truck use taxes) enables a 5-month earlier termination date. Table 2-C shows estimated revenues for this program.

DEPARTMENT OF COMMERCE, BUREAU OF PUBLIC ROADS

HIGHWAY TRUST FUND

Expenditure programs:

Interstate:

1965 estimate.

Design changes.

ABC and emergency relief.

Forest highway.

Public lands highways.

Traffic safety.

Beautification.

Revenues: Present sources, deduct aviation gas tax, add 1 percent auto excise and general fund reimbursement for traffic safety and beautification through February 28, 1973.

TABLE 1-A.—*Highway Trust Fund financing of Federal highway programs*

[In millions of dollars]

Fiscal year	Apportionments				Obligations	Disbursements	Revenues	Trust Fund balance
	Interstate 1965 estimate	ABC and other	Safety and beautification	Total				
Balance ¹	315	1,665	-----	1,980	1,160	-----	-----	-----
1957.....	1,000	129	-----	1,129	2,227	966	1,482	516
1958.....	1,700	859	-----	2,559	2,945	1,511	2,044	1,049
1959.....	2,200	1,380	-----	3,580	3,509	2,613	2,087	523
1960.....	2,500	906	-----	3,406	2,610	2,940	2,536	119
1961.....	1,800	878	-----	2,678	3,187	2,619	2,799	299
1962.....	2,200	883	-----	3,083	3,034	2,784	2,956	471
1963.....	2,400	929	-----	3,329	3,927	3,017	3,293	747
1964.....	2,600	974	-----	3,574	4,165	3,645	3,539	641
1965.....	2,700	1,057	-----	3,757	4,022	4,026	3,670	285
1966.....	2,800	1,040	-----	3,840	3,940	3,970	3,864	179
1967.....	3,000	1,070	216	4,286	4,387	4,089	4,181	271
Estimated:								
1968.....	3,100	1,070	436	4,606	4,706	4,559	4,404	116
1969.....	3,200	1,070	394	4,664	4,764	4,639	4,636	113
1970.....	3,300	1,070	419	4,789	4,889	4,691	4,823	245
1971.....	3,800	1,070	424	5,294	4,894	4,904	4,856	197
1972.....	4,015	1,070	401	5,486	4,016	5,048	4,969	118
1973.....	-----	1,070	-----	1,070	1,070	5,090	5,078	106
1974 ²	-----	1,070	-----	1,070	89	949	994	151
Total.....	42,630	19,260	2,290	64,180	63,541	62,060	62,211	151

¹ Unliquidated balance of prior authorizations.

² Through July 31, 1973.

TABLE 1-B.—Estimated disbursements for highways

[In millions of dollars]

Fiscal year	ABC and others	Interstate			Forest highways	Public lands highways	Beautification	Traffic safety	Total
		1965 estimate	Allowance for increases, design changes	Total					
Actual:									
1957	758	208		208					966
1958	836	675		675					1,511
1959	1,112	1,511		1,501					2,613
1960	1,079	1,861		1,861					2,940
1961	900	1,719		1,719					2,619
1962	870	1,914		1,914					2,784
1963	908	2,109		2,109					3,017
1964	1,010	2,635		2,635					3,645
1965	1,010	3,016		3,016					4,026
Subtotal	8,483	15,638		15,638					24,121
Estimated:									
1966	1,023	2,947		2,947					3,970
1967	1,063	2,830	46	2,876	33	9	68	40	4,089
1968	1,046	3,015	50	3,065	33	9	300	106	4,559
1969	1,030	3,084	70	3,154	33	9	289	124	4,639
1970	1,030	3,175	89	3,264	33	7	238	119	4,691
1971	1,030	3,355	110	3,465	33	7	245	124	4,904
1972	1,030	3,431	130	3,561	33	7	252	165	5,048
1973	1,030	3,665	135	3,800	33	7	220		5,090
1974 ¹	85	860		860	3	1			949
Subtotal, 1966-74	8,367	26,362	630	26,992	234	56	1,612	678	37,939
Total	16,850	42,000	630	42,630	234	56	1,612	678	62,060

¹ Through July 31, 1973.

TABLE 1-C.—Estimated revenues from present and proposed sources through July 31, 1973

[In millions of dollars]

Fiscal year	Present sources				Proposed for beautification and safety			Total
	Excise taxes ¹	General fund, emergency relief	Aviation gas taxes (deduct)	Total	1 percent auto excise	General fund appropriation	Total	
Through 1965	24,406			24,406				24,406
1966	3,864			3,864				3,864
1967	3,989		8	3,981	200		200	4,181
1968	4,172	18	11	4,179	225		225	4,404
1969	4,293	32	10	4,315	232	89	321	4,636
1970	4,401	13	10	4,404	238	181	419	4,823
1971	4,502		10	4,492	245	119	364	4,856
1972	4,603		10	4,693	252	124	376	4,969
1973	4,703		10	4,693	² 220	165	385	5,078
1974 ³	995		1	994				994
Subtotal, 1966-74	35,522	63	70	35,515	1,612	678	2,290	37,805
Total	59,928	63	70	59,921	1,612	678	2,290	62,211

¹ Includes interest earned.

² Through Feb. 28, 1973, per proposed legislation.

³ Through July 31, 1973.

Expenditure programs :
Interstate :
 1965 estimate.
 Design changes.
ABC and emergency relief.
Forest highway.
Public lands highways.
Traffic safety.
Beautification.
Revenues : Present sources, deduct aviation gas tax, add equalization taxes,
add 1 percent auto excise and general fund reimbursement for traffic safety and
beautification through February 28, 1973.

TABLE 2-A.—*Highway Trust Fund financing of Federal highway programs*
[In millions of dollars]

Fiscal year	Apportionments				Obliga- tions	Disburse- ments	Revenues	Trust Fund balance
	Interstate 1965 estimate	ABC and other	Safety and beauti- fication	Total				
Balance ¹ -----	315	1,665		1,980	1,160			
1957 -----	1,000	129		1,129	2,227	966	1,482	516
1958 -----	1,700	859		2,559	2,945	1,511	2,044	1,049
1959 -----	2,200	1,380		3,580	3,509	2,613	2,087	523
1960 -----	2,500	906		3,406	2,610	2,940	2,536	119
1961 -----	1,800	878		2,678	3,187	2,619	2,799	299
1962 -----	2,200	883		3,083	3,034	2,784	2,956	471
1963 -----	2,400	929		3,329	3,927	3,017	3,293	747
1964 -----	2,600	974		3,574	4,165	3,645	3,539	641
1965 -----	2,700	1,057		3,757	4,022	4,026	3,670	285
1966 -----	2,800	1,040		3,840	3,940	3,970	3,864	179
1967 -----	3,000	1,070	216	4,286	4,587	4,120	4,381	440
Estimated:								
1968 -----	3,300	1,070	436	4,806	5,106	4,739	4,626	327
1969 -----	3,600	1,070	394	5,064	5,064	4,948	4,867	246
1970 -----	3,600	1,070	419	5,089	5,089	4,959	5,062	349
1971 -----	3,600	1,070	424	5,094	5,194	5,125	5,103	327
1972 -----	3,315	1,070	401	4,786	2,616	5,053	5,223	497
1973 ² -----		1,070		1,070	714	4,580	4,291	208
Total -----	42,630	18,190	2,290	63,110	63,096	61,615	61,823	208

¹ Unliquidated balance of prior authorizations.
² Through Feb. 28, 1973.

TABLE 2-B.—Estimated disbursements for highways

[In millions of dollars]

Fiscal year	ABC and others	Interstate			Forest highways	Public lands highways	Beautification	Traffic safety	Total
		1965 estimate	Allowance for increases, design changes	Total					
Actual:									
1957.....	758	208		208					966
1958.....	836	675		675					1,511
1959.....	1,112	1,501		1,501					2,613
1960.....	1,079	1,861		1,861					2,940
1961.....	900	1,719		1,719					2,619
1962.....	870	1,914		1,914					2,784
1963.....	908	2,109		2,109					3,017
1964.....	1,010	2,635		2,635					3,645
1965.....	1,010	3,016		3,016					4,026
Subtotal.....	8,483	15,638		15,638					24,121
Estimated:									
1966.....	1,023	2,947		2,947					3,970
1967.....	1,063	2,861	46	2,907	33	9	68	40	4,120
1968.....	1,046	3,195	50	3,245	33	9	300	106	4,739
1969.....	1,030	3,393	70	3,463	33	9	289	124	4,948
1970.....	1,030	3,443	89	3,532	33	7	238	119	4,959
1971.....	1,030	3,576	110	3,686	33	7	245	124	5,125
1972.....	1,030	3,436	130	3,566	33	7	252	165	5,053
1973 ¹	687	3,511	135	3,646	22	5	220		4,580
Subtotal, 1966-73..	7,939	26,362	630	26,992	220	53	1,612	678	37,494
Total.....	16,422	42,000	630	42,630	220	53	1,612	678	61,615

¹ Through Feb. 28, 1973.

TABLE 2-C.—Estimated revenues from present and proposed sources through Feb. 28, 1973

[In millions of dollars]

Fiscal year	Present sources					Proposed for beautification and safety			Total
	Excise taxes ¹	Proposed equalization taxes	General fund, emergency relief	Aviation gas taxes (deduct)	Total	1 percent auto excise	General fund appropriation	Total	
Through 1965.....	24,406				24,406				24,406
1966.....	3,864				3,864				3,864
1967.....	3,992	197		8	4,181	200		200	4,381
1968.....	4,172	222	18	11	4,401	225		225	4,626
1969.....	4,293	231	32	10	4,456	232	89	321	4,867
1970.....	4,401	239	13	10	4,643	238	181	419	5,062
1971.....	4,502	247		10	4,739	245	119	364	5,103
1972.....	4,603	254		10	4,847	252	124	376	5,223
1973 ²	3,709	199		2	3,906	220	165	385	4,291
Subtotal, 1966-74.....	33,536	1,589	63	61	35,127	1,612	678	2,290	37,417
Total.....	57,942	1,589	63	61	59,533	1,612	678	2,290	61,823

¹ Includes interest earned.² Through Feb. 28, 1973

DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., May 12, 1966.

Mr. RICHARD J. SULLIVAN,
Chief Counsel, Committee on Public Works,
House of Representatives, Washington, D.C.

DEAR Mr. SULLIVAN: At the April 19, 1966, hearings of the Subcommittee on Roads of the House Committee on Public Works, the subcommittee requested information regarding the extension of the Highway Trust Fund to finance the present Federal-aid highway program plus additional costs to complete the Interstate System.

The attached statement has been prepared for insertion in the record, to answer questions raised at the hearing. The statement includes six tables which show annual data for the various expenditure programs and sources of revenue.

The design change cost of \$630 million is a preliminary estimate and made only for the purpose of answering the committee's request for additional information on this subject. It does not represent any decision to proceed with such changes.

In addition to the design change costs, if we were to assume that the 2½-percent annual increase trend in bid price were to continue in the future from 1967 to the completion date of the Interstate, it would add a total of \$3,391 billion to the completion cost for the program through June 30, 1974, not including equalization tax revenues. The bid price changes would approximate the following schedule:

	Bid price trend (millions)
1966-----	\$72
1967-----	135
1968-----	210
1969-----	280
1970-----	353
1971-----	438
1972-----	511
1973-----	611
1974-----	781
Total-----	3, 391

If the total amount of \$3,391 billion were to be eliminated from the total cost, it would change the completion date to July 31, 1973. However, the estimated 2½-percent bid price change historically has been caused by economic and technological changes which cannot be predicted for future years.

If revenue from equalization taxes are included the completion date for the Interstate program would be February 28, 1973, where no allowance is made for bid price increases, but allowing for the preliminary estimate of \$630 million for design changes.

Please advise if additional information is needed.

Sincerely yours,

REX M. WHITTON,
Federal Highway Administrator.

Mr. SULLIVAN. Mr. Chairman, I have just one or two questions I would like to direct to Mr. Boyd. This committee has been vitally interested for a number of years in the "after 1972 report," which would bring about a continuation of what you consider, and what we all consider, to be a most important highway system. I note with a great deal of interest an article that appears in a magazine in its April 1966 issue, an interview with you, Mr. Boyd.

One of the questions you were asked was: What about the highways upon which this wonderful world of transportation will travel? The

answer was: About the time of the Presidential transport proposals—March 2—Boyd estimated that 80,000 to 100,000 miles of Interstate highway will have to be built in the 1970's after completion of the Interstate System to keep pace. Admittedly, a "seat of the pants estimate." According to Boyd:

It is a foregone conclusion that we will have to build more high-quality, limited access highways. It is a foregone conclusion, too, that we will have to give renewed attention to the so-called second tier of roads—those highways that doesn't have to meet the rigid access controls of the Interstate.

Is that your position at this time, Mr. Boyd?

Mr. BOYD. Yes, sir. I don't want to stand on those figures, because it was a seat-of-the-pants estimate, but there is no question in my mind that what I said I believe.

Mr. SULLIVAN. In other words, you would believe this program should be continued, and continued on a quality level beyond 1972, to take care of future highway needs in other sections of the country?

Mr. BOYD. A program. I don't know necessarily this program, but a program; yes, sir. I think it is vital because the information I have, Mr. Sullivan, is that, as I think I testified, today we have some 90 million motor vehicles on the highways of the country, and by 1975 our predictions are there will be 106 million. They are going to use something more than parking lots. We have to have highways for them.

Mr. SULLIVAN. Mr. Chairman, I have no further questions.

Mr. KLUCZYNSKI. The chair recognizes Mr. Cramer of Florida.

Mr. CRAMER. Mr. Chairman, I would like to follow up on some of the questions counsel asked. You indicated it is your belief—and you confirm the quotation just read to you—that there should be a continuing program after 1972.

In your statement on page 6 you indicate that this 1968 study is underway to determine what is needed past 1972, and that the States have been asked for certain information, but they have not, as I understand it, been asked to recommend a program of extension, for instance, of the Interstate System past 1972.

Is that correct?

Mr. BOYD. That is my understanding.

Mr. CRAMER. Why? Is it not true that was the procedure used to set up the Interstate System, and has consistently been the procedure for determining mileage within the State?

Mr. WHITTON. That is correct, Mr. Cramer, and will be the procedure.

Mr. CRAMER. How is this going to get underway?

Mr. WHITTON. We are underway, Mr. Cramer.

Mr. CRAMER. I wrote you a letter on March 15, to which I still have not gotten a reply; you are familiar with that letter?

Mr. WHITTON. Yes, sir; I am, and a rough copy has been prepared, and you ought to have it in a few days.

Mr. CRAMER. Can you indicate what the reply will be?

Mr. WHITTON. We have done a certain amount on the after 1972 program, but in my judgment before we ask the States to submit their recommendations on the tax and mileages that should be im-

proved, either Interstate, primary or urban, I think we ought to have some guidelines to give them to use in making their recommendations.

We are studying now what those guidelines should be. We usually give the States some guidelines on forming their recommendations to us. We have not completed the guidelines in this particular instance, but we will. We are about it, and we will get it completed in time to get the study to you in 1968.

Mr. CRAMER. Once you have finished these guidelines—and I guess you recognize we do have a time problem—

Mr. WHITTON. Yes, sir.

Mr. CRAMER (continuing). It has to be finalized.

Mr. WHITTON. Yes, sir. I have been talking about that time problem.

Mr. CRAMER. Will the guidelines be made available to the States soon enough for them to make proper studies and recommendations?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. I trust those guidelines will not be such that if we, for instance, in the State of Florida saw fit to recommend the inclusion of the Tampa-St. Petersburg-Miami link on the Interstate System—do you have anything in your proposed guide that would prevent them from recommending that?

Mr. WHITTON. Not to my knowledge.

Mr. CRAMER. I hope not. That answers that question, and I want to thank you, Mr. Whitton, and Mr. Boyd, for answering in the affirmative, because I think it is extremely important that the State-Federal partnership be preserved, and that the States have an adequate say so in proposals for future mileage.

I want to thank you for your decision relating to this system and for timing it in a way that will permit the States to comply.

Relating to the cost figures that counsel asked you about, there is one item that was not included that I would like to have you consider in submitting your figures, and ask if you now think it will be proper to consider this aspect of additional cost.

The design changes, such as additional traffic lanes, additional interchanges and full-width shoulders over long bridges, particularly in such controversial projects on the Interstate System as the Charles River section in Boston, across Manhattan in New York, the elevated section in San Francisco, and the extension in Washington, D.C., are settled, then is it not true these changes I am speaking of would add substantially to the cost of the program?

Mr. WHITTON. They would add, if approved.

Mr. CRAMER. I assume you are not in a position to give us any indication as to what decision might be made relating to those projects I mentioned, whether they are going to be built or not? That is the question; is it not?

Mr. BOYD. I don't think there is any way to answer that, Mr. Cramer, because, referring specifically to San Francisco, which is one vineyard in which I have been toiling, it appears at the moment that San Francisco will not build approximately 12 miles of Interstate System, but, again, it seems to me this hinges on the time for completion of the Interstate System.

If, as has been suggested earlier here, it should develop that the time for completion of the System were extended, it may well be these cities will come up with plans or that plans will be developed which will permit these studies on some basis to utilize the mileage which has been assigned for those portions of the Interstate System.

Mr. CRAMER. If they do not use the mileage, you will in effect end up with missing links on the Interstate, will you not?

Mr. BOYD. Not in the case of San Francisco. There is an adjustment which can enable you to go one way or the other. You do not wind up with any unconnected points. I am not sure this will be true in all areas, but in San Francisco, it is.

Mr. CRAMER. In Washington there is another example. I could go around Washington, but not through it.

Mr. BOYD. Mr. Whitton is the expert on Washington.

[Laughter.]

Mr. CRAMER. I am glad we have an expert. From reading the papers I didn't know there was one.

Mr. WHITTON. I question it, too, Mr. Cramer.

We will endeavor to end up with a connected system of highways in Washington.

Mr. CRAMER. If that is done the design changes will be an additional cost.

Mr. WHITTON. If some of them that are asked for are made, there will be an additional cost, yes.

Mr. CRAMER. If in fact this committee or the Congress should not act to provide the additional moneys necessary, based upon the exclusion of the beautification, highway safety and forest highway, public lands and 2-cent aviation tax transfers—exclusive of those items—there will be a deficit, will there not?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. Of some approximately \$8 billion to \$9 billion?

Mr. WHITTON. Based on the estimate we have presented, the one you are talking about, it would be \$8 billion to \$9 billion.

Mr. CRAMER. Of which there is about \$2 billion more expected to come into the Trust Fund than has been authorized or would be authorized at the present levels, so that leaves \$6 billion to \$7 billion—

Mr. BOYD. Two and a half, I think.

Mr. CRAMER. So there is a prospect of a \$6 billion to \$7 billion shortage relating to these increased costs, exclusive of the beautification, of the highway safety, financing forest highways, public lands, and you do not take the aviation gas money out of the Trust Fund. If you do all those things that I have just mentioned—beautification—is there any estimate of the cost of beautification on the Interstate System during this period?

Mr. WHITTON. \$1.612 billion—1 billion, 612 million, on the Interstate.

Mr. CRAMER. That is through February of 1963 or the year of 1963? I mean 1973.

Mr. WHITTON. 1973, yes.

Mr. CRAMER. February of 1973?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. What are the ABC program estimated beautification costs?

Mr. WHITTON. I don't have that.

Mr. CRAMER. Would \$300 million be a reasonable figure?

Mr. WHITTON. I prefer not to answer.

Mr. CRAMER. But it is 1.6 for the Interstate. That would be an additional cost item to complete the System.

Is there an estimate of the cost for highway safety on the Interstate System?

Mr. WHITTON. \$678 million.

Mr. CRAMER. Approximately \$700 million. So, if the ABC were approximately \$300 million, it would be \$2.5 billion increased costs to include safety and beautification?

Mr. WHITTON. Using your figures; yes, sir.

Mr. CRAMER. Using my figures relating to the \$300 million?

Mr. WHITTON. Yes.

Mr. CRAMER. We just went over forest highways and public land highways, \$325 million, if you go through 1973.

Mr. WHITTON. That figure, if you use ours, is \$273 million.

Mr. CRAMER. How do you justify reducing forest highways from \$85 million—what is your present authorization?

Mr. WHITTON. \$33 million.

Mr. CRAMER. Same amount. Aviation gasoline tax of \$75 million. That would come out of the Trust Fund if it were repealed; right?

Mr. BOYD. Our figure is \$61 million, Mr. Cramer.

Mr. CRAMER. We are carrying it through 1973.

Mr. BOYD. I would question the accuracy of that figure, because \$61 million is through February of 1973, and I seriously doubt that the balance of that year would add an additional \$14 million.

Mr. CRAMER. Would you say \$65 million would be a reasonable estimate?

Mr. BOYD. I think so, yes.

Mr. CRAMER. So the actual total of these additional costs, plus the costs of the present system, would be about \$12.9 billion, if additional money is not provided, and if these transfers of taxes from the Trust Fund either by repeal or otherwise take place?

Therefore, you have approximately \$12.9 billion possible deficit if Congress does what the President asks, and takes the money out of the Trust Fund, but does not do what he asks, to put the money into it?

You have \$2 billion surplus available, so that is approximately \$11 billion deficit.

I wanted to make sure those figures were in the record.

Mr. WHITTON. I am not agreeing to those figures.

Mr. CRAMER. I understand. Those are an approximation. You are going to submit figures for that.

Mr. WHITTON. Yes, sir.

Mr. CRAMER. If funds do not come into the Trust Fund for these purposes, and they are financed out of the Trust Fund, it would mean a substantial stretchout of the construction program itself, would it not?

Mr. WHITTON. Yes, sir.

Mr. CRAMER. How many years, using these figures?

Mr. WHITTON. I don't care to use your figures. I would think some other figures ought to be used.

Twelve billion sounds like it is too much.

Mr. BOYD. I think, Mr. Cramer, if I may answer that, we are calculating some sort of a factor for increased revenues, but when you get past 3 or 4 years, it takes a better crystal ball than we have to figure out what the revenue figure will be or what the range will be, because when you are talking in billions of dollars, a slight percentage shift can mean a substantial sum of money.

Mr. CRAMER. So if it is a 3- to 4-year increase in time, it means we are up to, instead of a 16-year program we are proposing, a 19- or 20-year program; we are up to 1975 or 1976.

Mr. BOYD. There is no question that an extension would——

Mr. HARSHA. Would the gentleman yield on that point?

Mr. CRAMER. Yes.

Mr. HARSHA. In other words, Mr. Boyd, if this committee and the Congress should pass this bill that you recommend, then we are in effect providing very compelling reasons to the Ways and Means Committee to increase taxes, are we not?

Mr. BOYD. There certainly has to be a generation of revenues, Mr. Harsha, if we are going to complete the System on the time schedule that has been established; yes, sir.

Mr. CRAMER. You are not generating revenue by transfer of the 1 percent automobile excise into the Trust Fund for beautification. You are just taking it out of one pocket and putting it into another.

Mr. BOYD. That is correct, Mr. Chairman, but that is not in any sense deferring any construction costs.

Mr. CRAMER. I want to get back to section 6. I wish you would look at the legislation on page 5. Assuming that the 1 percent is transferred, for beauty and safety, where in the language is it provided for a deficit to be paid out of the general funds?

Mr. BOYD. I would like to read you a statement here, which I will ask our legal counsel to refine a little later, as follows:

The committee is operating on the assumption that enactment of section 6 of the Federal-Aid Highway Act of 1966, operating alone, would allow Trust Fund money to be used for beauty. This is not correct, because beauty is not eligible for Trust Fund dollars unless section 209(f) (1) of the Highway Revenue Act of 1965 is amended to make beauty eligible for Trust Fund moneys. This is done in section 107 of the User Act. The simple passage of section 6 of the Federal-Aid Highway Act of 1966 would not make beauty eligible for Trust Fund expenditures.

I would like to submit for the record a statement of this legal position, if I may.

Mr. CRAMER. I am glad you pointed that out. I have the language before me, 107 (e) (5), the last sentence. Do you not think similar language ought to be included in the authorization in case the Ways and Means Committee does not act, period? If we provide for the same language, then this Committee will have done its job and be properly protected?

Mr. ANDERS. I see no objection to that, but I think it would be superfluous——

Mr. CRAMER. Providing they act.

Mr. ANDERS (continuing). Providing the Ways and Means asked for such language to be put in?

Mr. CRAMER. If they do not act, we need language like this to protect us.

Mr. ANDERS. In any event if this committee acts on this language as recommended, then there will be no money available to carry out this authorization bill.

Mr. CRAMER. We can explain in the committee report why we are putting in this bill this language, in the event Ways and Means does not act. You would not have any objection to that?

Mr. ANDERS. No, I would have no objection, but it is still superfluous.

Mr. CRAMER. That is a matter of opinion. I do not think it is.

There is no stated figure relating to annual authorization for beautification, is there, in your proposal?

Mr. BOYD. No, sir. We are required to submit a cost estimate to the Congress by January 10 of next year, Mr. Cramer.

Mr. CRAMER. My problem is I have been trying to find out for some time what beautification is going to cost in the way of a breakdown for the different sections.

Mr. BOYD. We can only give you the figure we did of \$1,612 million for the entire Interstate System. The Congress has authorized for fiscal 1967 the sum of \$20 million. This is an authorization which is firm, fixed, and by statute. As to the future——

Mr. CRAMER. We are talking about 1967, 1968, 1969, 1970, 1971, and 1972.

Mr. BOYD. We are required to submit to the Congress a cost estimate by January 10, 1967. We propose to do so. At this time it would be folly, it seems to me, for us to suggest figures when we have no basis for making them.

Mr. CRAMER. If that is the case, do you not think it would be better for us to wait until next year to consider additional authorizations for beauty?

Mr. BOYD. No, sir; if we thought that we would not have submitted this legislation.

Mr. CRAMER. How do you come to a sum total if you do not add up the three basic elements that make the sum total: advertising, junkyard control, and landscaping and allied construction?

How can we get the \$1.6 billion without adding up three separate figures to do so?

Mr. WHITTON. That is for the Interstate, Mr. Cramer, the 1.6, and we did add the three basics to get to it.

Mr. CRAMER. What are the three basics?

Mr. KLUCZYNSKI. Mr. Cramer, will you yield to counsel at this point?

Mr. CRAMER. I would like to get the answer to this first.

Mr. WHITTON. Control of outdoor advertising, \$357 million; control of junkyard, 13; landscaping, 1.260.

Mr. CRAMER. I yield to counsel.

Mr. SULLIVAN. Mr. Whitton, the chairman has asked that you report to us a new set of figures for an estimate. At that time will you submit a yearly breakdown on projected costs of beautification and the safety program?

Mr. WHITTON. Yes, sir.

Mr. SULLIVAN. This is how we would like these figures submitted for the committee's information.

Mr. BOYD. I would like to——

Mr. SULLIVAN. Mr. Enfield suggests this be further broken down by titles 319, 131, 136.

Mr. BOYD. I would be delighted, Mr. Sullivan.

I would like to state for the record, however, we can only submit very gross figures.

Mr. SULLIVAN. We understand these will be estimates, but we would like them on an anticipated yearly use of the revenue, both for beautification and safety as well as the 319.

Mr. BOYD. Yes.

Mr. CRAMER. That is all I have.

Mr. KLUCZYNSKI. Mr. Chairman, are there any questions?

Mr. FALLON. I would like to ask one of Mr. Whitton. When you spoke of the San Francisco situation, that the work had been postponed or stopped, and that probably if this bill was passed, extended the construction period 1 year, they may pick up the work that has been postponed, and that would give you time to complete it?

Mr. BOYD. That was my statement, Mr. Fallon, not Mr. Whitton's. He may not agree with it. In fact, I am quite sure he would not because he was ready to withdraw the funds last August. I prevailed upon him to hold off for a few months while the city, State, and Bureau tried to get together.

I mention this as a supposition but not in the context of a 1-year extension. You see, we do not know what is going to happen, and I have merely said, should, as I believe Mr. Wright mentioned, the program be extended for some time, then it might be possible for the City of San Francisco and State of California to come up with some sort of plan which would meet the requirements of the System and enable construction to be resumed.

Mr. FALLON. Let me ask you this question, if I may. Under this bill would that be all other cities, an extension of 1 year on projects that are in planning or already in progress?

Mr. BOYD. That is my understanding, Mr. Fallon, that the requirement is to complete the System at the time the program ends, and if the program is extended, as is suggested here, until February 28, 1973, then everybody would have an equal opportunity. They would have that much more time in the bank, so to speak.

Am I correct?

Mr. WHITTON. Yes; 5 months.

Mr. KLUCZYNSKI. Mr. Boyd, you will be here this afternoon, and you too, Mr. Whitton and Mr. Anders?

Mr. BOYD. Yes, sir.

Mr. KLUCZYNSKI. Before recognizing the next speaker, I want to say we are all here for the same purpose, to give the people good roads and to stop the slaughtering of our people on the highways. Over 50,000 were killed last year.

I heard something said about expanding our Interstate Highway System. I was thinking you could add about 19,000 miles, but they are talking about 80,000 now. We are manufacturing 10 million cars this year—trucks. We have to have some roads for them.

Mr. BOYD. That is correct, sir.

Mr. KLUCZYNSKI. So if we do not finish the Interstate System by the target date 1972, I hope we will complete it by 1973. We are all interested in good roads. We want to give our people good roads, as I say, and stop the slaughtering, work out some safety legislation. We have to authorize the bills before us, get them out on the floor of the House. We do not know what the other committee is going to do, so our job is to work out something so that we will have enough money in the Trust Fund to take care of the ABC system and also the Interstate Highway System.

The Chair recognizes the gentleman from Ohio.

Mr. HARSHA. Thank you, Mr. Chairman.

There was some discussion previously about the dampening of inflationary pressures. I would just like to ask you in view of the President's request to local and State governments to curtail or slow down some of their improvements or expenditures in public works and his assorted meetings with business leaders all over the country asking them to slow down their industrial expansion and development in order to help curtail some of this inflation, how do you justify then coming in here and asking the Congress to increase or accelerate the expenditures for the highway program?

Mr. BOYD. Mr. Harsha, I can only say, as I understand it, and as I mentioned to Mr. Wright, this is really beyond my scope, because I am not an economist, and I don't understand fiscal policy very well.

Mr. HARSHA. This is your——

Mr. BOYD. We calculate this, as I understand it, to be a transient situation, this threat of inflation, and what we are speaking of here is forward authorization, and it is certainly to be hoped that the problem of inflation is something that will be resolved in the very near future.

Mr. HARSHA. If it is going to be resolved in the very near future, why is it necessary to curtail local development, State development? Is it inconsistent to ask somebody else to hold down their expenditures and ask us to increase it?

Mr. BOYD. This is an increase in authorization. The increases that the President is seeking to have held down are immediate capital expenditures, and I have forgotten the figures, but they are something in excess of \$2 billion available to the various States already in their hands for highway construction at the present time. And this is the inflationary problem, if there is one, in roadbuilding, not the authorizations that we are seeking here today.

Mr. HARSHA. But you are going to add fuel to the fire, aren't you, by increasing the authorizations in 1 year by as much as 10 percent, and in 1969 as much as 20 percent, and I think we pointed out earlier that this is going to be a compelling reason for the Committee on Ways and Means to increase taxes.

You are apparently spending money that is authorized and appropriated.

Mr. BOYD. It is my understanding, Mr. Harsha, that we did not have this time last year what was considered to be a serious threat of inflation. It is my hope, and I'm sure the hope of everyone concerned, that this time next year we won't have the threat of inflation——

Mr. HARSHA. I am sure that is the hope of everyone, but we are faced with it now, and I think it is inconsistent to increase the program of one phase of the Government and ask another phase of the Government to hold down, but I will not belabor it.

Mr. BOYD. We are on different wavelengths. I do not consider this to be an inflationary impact.

Mr. HARSHA. You have a shortage of construction labor, which includes roadbuilding labor. The more roadbuilding you do, particularly, and the more funds you make available for that type of program with already existing shortages, you head up that problem that much more, do you not?

Mr. BOYD. That is true, Mr. Harsha, but that relates to the funds that have already been allocated to the States, something in excess of \$2 billion, and this authorization will have no impact for at least 18 months.

Mr. HARSHA. All right. The holding down of industrial expansion is not going to dampen inflation immediately. That is a long-term proposition, too.

Mr. BOYD. That is a different proposition. A gentleman whom I talked to the other day is head of a major corporation which had on his desk ready for awarding contracts for capital construction for the company this year something in excess of \$100 million, and he just took out \$11 million. Well, this has an immediate impact.

Mr. HARSHA. Let's get to your point, then, on the \$2 billion that is already allocated to the States for immediate expenditure. Are you going to ask the States, then, to hold back awarding contracts on this phase of the program?

Mr. BOYD. That is certainly under consideration, Mr. Harsha.

Mr. HARSHA. And that in effect would extend the completion of the highways, would it not?

Mr. BOYD. I am not prepared to answer that, but it would seem to me that that would be an obvious——

Mr. HARSHA. As a matter of fact, it would not be possible to complete Interstate Highway program by 1972? It would be impossible?

Mr. BOYD. I would ask Mr. Whitton.

Mr. WHITTON. I do not think it is impossible, Mr. Harsha.

Mr. HARSHA. You have got the 1963 unit price cost estimates, and the cost estimates now are approximately 7½ percent higher than they were in 1963, are they not? You have got the recommendations of the Defense Department, increased costs on these interchanges.

Mr. WHITTON. Mr. Harsha, I said I did not think it was impossible. I might agree that it is improbable, but I just do not think it is impossible.

Mr. HARSHA. Maybe I used the wrong word. Improbable, then. All right, let me ask you this. As a matter of fact, the Secretary's letter asked for a 1-year extension, and I believe the bill only calls for 5 months. Is that correct?

Mr. WHITTON. The bill calls for February 1973.

Mr. HARSHA. And that is a 5-month extension.

Mr. WHITTON. I believe it is.

Mr. HARSHA. You made a statement a while ago, Mr. Whitton, that I thought was very significant, and if I am quoting you incorrectly, I am sure you will correct me, because I have no intention of doing it.

I believe you suggested in substance that you like a continuing level of construction program, extended over the years so that there is no fluctuation, ups and downs.

Is this in substance what you said?

Mr. WHITTON. Yes, sir.

Mr. HARSHA. Would it be wise were this suggestion to extend this program over a longer number of years beyond 1972, and do it with the revenues that are available?

Mr. WHITTON. No, I do not think so.

Mr. HARSHA. You do not think that? Why?

Mr. WHITTON. No, sir. I would like to see the Interstate System completed on time, if possible. If not on time, then as quickly thereafter as possible, simply because the Interstate System, when completed is going to save 8,000 lives a year, a tremendous amount of money and injury to people, and I think, it will add greatly to the economy of the country.

Mr. HARSHA. I certainly agree with you. It would be helpful to complete the Interstate System as quickly as possible, but I think there are other factors we have to consider with it.

Would it not be easier for the States, and your Department also, and contractors and everybody concerned to be able to predict the construction of highways on the bases of existing revenues, or a continuing line of revenues? That is, rather than keep changing every so often.

Mr. WHITTON. Are you saying that to have the highway program continue on an even keel throughout the years would help?

Mr. HARSHA. Maybe I did not make myself clear. Is it not easier to predict the receipt of revenues than it is to predict fluctuating costs of the construction of the program?

Mr. WHITTON. Well, I do not think that there is a fluctuating cost to the program. I think the cost is gradually increasing, and the revenues are gradually increasing.

Mr. HARSHA. Let me ask you another question that we were concerned with earlier.

Mr. Boyd said he felt it was a logical change to transfer the forest road funds, or these highways, from the general fund to the Trust Fund, because they were part of the Interstate and Federal-Aid highway system.

Mr. WHITTON. Part of the Federal-aid highway system, not part of the Interstate.

Mr. HARSHA. Yes. Could you tell me what was the original justification for funding these highways out of the general fund?

Mr. WHITTON. I cannot answer that question, Mr. Harsha. It happened many, many years ago. Just a minute.

I am told the bill was first passed in 1921, so if you want us to get for the record the original justification, I will be glad to see if we can find it.

Mr. HARSHA. I just wondered if there was original justification; if it is back that long, why we have waited until 1966—

Mr. WHITTON. I believe the recommendation has been made in several past years to change it from the general fund to the Trust Fund.

Mr. CLAUSEN. Will the gentleman yield at that point?

Mr. HARSHA. Yes.

Mr. CLAUSEN. I would like to ask you this: Does this recommendation have the support of the Forest Service?

Mr. WHITTON. To change from the general fund to the Trust Fund?

Mr. BOYD. I do not think we would know the answer to that, Mr. Clausen, because the legislation is drafted in our office, but is coordinated through the Bureau of the Budget, and we are not—

Mr. CLAUSEN. What I am talking about is, how did this recommendation come forward without the coordination between your Department and the Forest Service?

Mr. BOYD. There was cooperation, if the Forest Service has any interest in this, and I assume they do, but the coordination was through the Bureau of the Budget.

Mr. CLAUSEN. Counsel has advised that the Forest Service will be coming on later, and I will ask them that question.

Mr. HARSHA. I notice in your letter, the proposed legislation to the Committee on Ways and Means, you set up the way you hope to arrive at these increases in taxes. For example, on the very first page in the letter from the Secretary of Commerce to the Speaker, you say that the bill provides at the bottom of the page for raising taxes by 4 to 6 cents a gallon on diesel fuel and in addition, \$3 for each thousand pounds on gross weight, and some taxes on trucks, which would be changed to a graduated tax applicable only to buses and combination trucks.

Apparently you leave out some other types of trucks. Combination trucks, which I assume will be all single-unit trucks. Why do you discriminate here, if I may use that word?

Mr. BOYD. The purpose of the proposal, Mr. Harsha, was to be exactly opposite of discrimination. As I recall, our studies indicate that the single-body truck, stake truck, for example, is paying more than the formula that was developed indicated it should be paying for an equitable proportion of the benefits and costs, and if I may consult with my staff for just a minute: That is correct. We calculated that the single-unit trucks were paying more than their fair share of the cost of construction program.

Mr. HARSHA. This was based on a study you made of some sort?

Mr. BOYD. Yes, sir.

Mr. HARSHA. Is that study available?

Mr. WHITTON. Yes, sir.

Mr. BOYD. Yes, sir. I think it has been filed with the committee.

Mr. WHITTON. It has been published, Mr. Harsha, by the committee.

Mr. SULLIVAN. We have that.

Mr. HARSHA. Thank you.

Mr. KLUCZYNSKI. The committee is recessed until 2 o'clock this afternoon.

(Whereupon, at 12:07 p.m., a recess was taken.)

AFTERNOON SESSION

Mr. KLUCZYNSKI. The subcommittee will come to order, and we will resume hearings.

Off the record.

(Discussion off the record.)

Mr. KLUCZYNSKI. We will proceed. I recognize the gentleman from New Hampshire.

Mr. CLEVELAND. Thank you, Mr. Chairman.

Mr. Whitton, I have several questions within the general scope of the bill that the administration has proposed to authorize appropriations for the fiscal years 1968 and 1969 for the construction of secondary roadways and the Interstate and related highways.

First of all, we have an acute problem in the State of New Hampshire, and this may be true in other States, but the Commissioner of Public Works and Highways of New Hampshire has expressed deep concern to me because of the fact that much of the Interstate already constructed, many miles of it, is two lane highway, and he has expressed to me concern where you have a four-lane highway going into a two-lane highway, and with all the talk about highway safety now, it would appear to me, based on the information I have from my own highway people, that we are rapidly developing some real deathtraps, and I think, certainly without being an expert, most of us can realize that if you are barreling along on a two-lane highway and it suddenly converges into a one-lane highway, and this happens during a snowstorm or late at night, that the traffic problem is serious, and I wonder if in this legislation some arrangement should not be made for four-laning the two-lane Interstate.

Mr. WHITTON. I think it should be.

Mr. CLEVELAND. And it is not in the bill?

Mr. WHITTON. No.

Mr. CLEVELAND. Would you then support amendments to the bill to four-lane that part of the Interstate that is two laned; you would then support such amendments?

Mr. WHITTON. It is my personal opinion that the Congress ought to provide for it.

Mr. CLEVELAND. Do you have the figures on how much additional expense this would entail?

Mr. WHITTON. I gave it this morning; \$265 million.

Mr. FALLON. Would the gentleman yield?

Mr. WHITTON. It is 1,430 miles——

Mr. CLEVELAND. I yield to Mr. Fallon.

Mr. FALLON. Is the gentleman asking for money over and above the amount that is allocated to the States——

Mr. CLEVELAND. It is my understanding, and Mr. Whitton can correct me if I am wrong, it is my understanding that the four-laning of these highways that are now two lane would be taken care of by the general apportionment problem, but the authorizations in this bill are not sufficient to cover this, and I understand further if Mr. Whitton, who is right here now, and he can tell me, I understand further that Mr. Whitton thinks it should be done, and my further understanding is that we would have to amend the bill by increasing the authorization.

Is that correct, Mr. Whitton?

Mr. WHITTON. I think it ought to be done, No. 1. No. 2, the cost of it is not in the present estimate that we have submitted to Congress, and, No. 3, the cost of it is \$265 million, and there are 1,430 miles of the Interstate System that is now two lane that in my judgment should be four lane.

Mr. CLEVELAND. I yield further to Mr. Fallon.

Mr. FALLON. Thank you. The \$265 million additional cost that should be added to the bill if the request of the gentleman from New Hampshire is granted, does that mean that \$265 million will be spent in the State of New Hampshire?

Mr. WHITTON. No, sir; there are 15 States involved, Mr. Fallon, or 16, and I have them listed here if you would like to know what they are. I can make it part of the record.

Mr. FALLON. Would that take these 15 or 16 States above the amount of money that they are entitled to under the apportionment?

Mr. WHITTON. That would change the apportionment slightly in those States, and they would get slightly additional money in order to do this four laning instead of two laning.

Mr. FALLON. And how many States are there?

Mr. WHITTON. Fifteen.

Mr. FALLON. Fifteen States?

Mr. CLEVELAND. Actually, Mr. Whitton, am I not correct—

Mr. KLUCZYNSKI. Just a moment. Did you say that for the 15 States the total is \$265 million? You have it there?

Mr. WHITTON. Yes.

Mr. KLUCZYNSKI. Without objection, it will be made part of the record.

(This information referred to follows:)

Estimated costs for converting the 2-lane sections reported in the 1965 estimate to 4-lane sections

[In thousands of dollars]

State	Miles	Total re- maining cost reported in 1965 estimate to provide 2-lane sections	Total cost estimated to provide 4 lanes in lieu of 2 lanes	Cost difference (increase)
Idaho.....	117.0	11,220	22,129	10,909
Louisiana.....	10.2	29,524	44,089	14,565
Maine.....	107.3	58,837	89,708	30,871
Michigan.....	0.5			
Montana.....	563.9	84,409	182,015	97,606
New Hampshire.....	18.3	33	8,189	8,156
New Mexico.....	59.0	15,239	27,811	12,572
New York.....	1.5		1,746	1,746
North Dakota.....	53.4	6,547	16,236	9,689
Oregon.....	4.9	46	3,576	3,530
South Dakota.....	38.6	5,390	13,227	7,837
Texas.....	250.2	71,444	104,338	32,894
Utah.....	150.9	34,161	60,586	26,425
Vermont.....	22.2	8,133	14,625	6,492
Washington.....	20.2	4,211	6,541	2,330
Wyoming.....	12.0	3,699	5,341	1,642
Subtotal.....	1,430.1	332,893	600,157	267,264
Toll sections included above:				
Maine ¹	1.7	2,581	3,257	676
Michigan ².....	.5			
New York ³	1.5		1,746	1,746
Subtotal.....	3.7	2,581	5,003	2,422
Net total (toll free).....	1,426.4	330,312	595,154	264,842

¹ I-195, toll road connection, Saco, Maine.

² I-75, international bridge, Sault Ste. Marie, Mich.

³ I-790, toll road connection, Utica, N.Y.

Mr. CLEVELAND. Mr. Whitton, I want to correct the record here. From the questions asked by other members of the committee, I do not want to leave the impression that this is something extra these States are getting. What you are doing is restoring what was short-changed from these States—

Mr. WHITTON. I do not believe that is correct. I think the law is specific in saying that only those miles of the Interstate System that the traffic justifies volumewise should be four laned or more. In my judgment, for safety reasons alone—I am just speaking for myself, now I think you are correct in saying that we are building in a type of hazard when we build four lanes—two lanes—four lanes—two lanes. In some States we have several sections of two-lane pavement on each side of the four lane, and it is not good. I think, just for safety reasons alone, we ought to make it four lanes, or more.

Mr. CLEVELAND. I want to get the record straight on one other point, then, Mr. Whitton. I understand you are appearing here in support of H.R. 14359. That is Mr. Fallon's bill that we have. You are appearing in favor of that bill?

Mr. WHITTON. Yes, sir.

Mr. CLEVELAND. However, you feel that this bill should be amended to include the authorization for four-laning, is that correct?

Mr. WHITTON. I am speaking now as the Federal Highway Administrator; and yes, sir, I think it ought to be.

Mr. CLEVELAND. Thank you. I wanted to get that very clear.

Mr. WHITTON. I am not speaking for Mr. Boyd.

Mr. CLEVELAND. He can speak for himself when he comes here. I just wanted to get your opinion.

Mr. KLUCZYNSKI. Any further questions?

Mr. CLEVELAND. Excuse me. I have not finished.

Mr. KLUCZYNSKI. Pardon me.

Mr. CLEVELAND. I have another problem, and this is a two-State problem. I would like to discuss it with you, and again it is within the general scope of this legislation. There is a particular case that is involved, but I do not want to get into the particulars of this case. Let me just say, however, that the Interstate in Vermont will go along the Connecticut River on the Vermont side of the Connecticut River for a distance of many miles. It is my understanding under the present state of the law that when you have an interchange on the Vermont side, the New Hampshire communities, although they may be but 1 or 2 miles from this place where there is going to be an interchange, under the present state of law, have no rights or entitlement to be notified and to appear at the general hearings as the road is being laid out in Vermont.

You see what I am getting at. The problem is this, that if you have a highway, and there is a question of an interchange, or whether traffic is going on that highway or off it, and it is only one mile or a few miles from a community in another State, does it not seem to you fair that the law should require that this community should be entitled to appear at the hearing that lays that out and have their voice in court, so to speak?

Mr. WHITTON. Well, Mr. Cleveland, I do not believe the law prevents them from being there. I have the General Counsel here.

Mr. CLEVELAND. Mr. Whitton, I agree with you, the law does not prevent it. Do you not think that the law should require it as a matter of interstate comity?

Mr. WHITTON. I do not know that I do, Mr. Cleveland. I see no reason why Vermont should not advertise the hearing for the location and then whoever wants to be heard ought to be heard. I do not think it is right for Vermont not to allow New Hampshire people to be heard.

Mr. CLEVELAND. Mr. Whitton, do you really mean to tell me that you feel that one of these Interstate highways built with 90 percent Federal funds could come within 1 or 2 miles of a New Hampshire community and not have it required that this New Hampshire community should be notified and have its full day in court? I cannot really believe that that is the way you want to leave your testimony.

Mr. WHITTON. Mr. Cleveland, I just do not see that there should be State lines drawn in this matter. I think when the hearing is held that everybody who is interested, regardless of where the road is located, ought to have an opportunity to come and be heard.

Mr. CLEVELAND. As a practical matter there are State lines, and as a practical matter the communities in New Hampshire are not being notified and given their day in court. Do you not feel it is fair that with 90 percent of Federal funds going into these highways, that people as close as 1 to 2 miles from an interchange ought to be entitled to be heard as a matter of right?

Mr. WHITTON. I think they ought to be heard. I have no objection if it is a requirement. I just do not think it ought to be. I have to say what I think, and what I would do in my home State of Missouri, if Kansas or Illinois wanted to be heard, they would be given the opportunity.

Mr. CLEVELAND. But you would not have an objection to having this made a matter of right in these instances where the proximity is so great?

Mr. KLUCZYNSKI. Counsel has a question——

Mr. CLEVELAND. I have not got an answer to my last question. Just a minute.

Mr. WHITTON. Mr. Cleveland, I think they ought to have a right to be heard, regardless of what side of the line they live on, even if it takes a law to make it so. I hate to see you have to pass a law to accomplish it.

Mr. CLEVELAND. Thank you very much. Could you not establish this by Bureau regulations?

Mr. WHITTON. Yes.

Mr. CLEVELAND. How do we go about getting you to establish a Bureau regulation?

Mr. WHITTON. The State Highway Departments are concerned about too many PPM's. But I think you have got a good point.

Mr. CLEVELAND. I am gratified to learn I have a good point. Did Mr. Sullivan have a question?

Mr. SULLIVAN. No.

Mr. CLEVELAND. There has been a good deal of consideration that the highway trust fund is broke or, if it is not, it is going broke.

We have a constitutional amendment in New Hampshire, and I believe more than 30 States have such; which is that taxes falling

directly on the use of highways, these taxes go into the trust fund or into the fund for highways.

Now, it seems to me that this is—if this is good for 30 or more States, it is something the Federal Government ought to look into. May I have your opinion on whether you do not think it is right and fair that taxes on the highway users and the excise taxes on the trucks, et cetera, be earmarked into the Trust Fund for the exclusive use of these highway systems that we are developing, particularly in view of the fact that apparently the Trust Fund is broke?

May I have your opinion on that, please?

Mr. WHITTON. I have an opinion, but I do not think I want to put it in the record.

The CHAIRMAN. Will the gentleman yield? I would say "Yes, I would like to transfer it over."

Mr. CLEVELAND. Thank you, Mr. Chairman. I would like to get Mr. Whitton's testimony, too. I have not been able to get a hearing on my bill in 3 years.

I did not get your testimony on that, Mr. Whitton. Did you have a position on that?

Mr. WHITTON. I have a position, but I prefer not to put it in the record.

Mr. CLEVELAND. This is a very strange type of hearing. Would you like to speak, simply speaking as an individual? I know you might not want to commit your administration to this bill, but can you give us your own opinion?

Mr. WHITTON. I am a roadman. I have been in it all my life. I think money collected from road users ought to go into roads.

Mr. CLEVELAND. Thank you. We have it from you and the Chairman. Maybe we will get a bill.

The CHAIRMAN. I was saying that I hoped the Ways and Means Committee's generosity would permit the transferring of the money over to the Trust Fund.

Mr. CLEVELAND. That is correct. My bill is in the Ways and Means Committee.

Now, Mr. Whitton, I have some additional questions on another matter. Again addressing ourselves to the fact that the Highway Trust Fund is in tough shape, and that we should do everything we can to save money, as I recall, 2 or 3 years ago when you were testifying here on another matter, I asked you about the possibilities of arranging for the advance purchase of rights-of-way, and as you will recall, I mentioned to you that this would not only be fairness to the landowner whose land was being taken—he could get the money at an earlier time and get out, and also fairness to the taxpayer and Highway Trust Fund, the land would be purchased earlier, and with the ravages of inflation and the approaching road increasing land value, would be a big saving to the taxpayer.

As I recall your testimony at that time, you came out squarely for legislation for the advance purchase of rights-of-way. You have not changed your mind on that, have you?

Mr. WHITTON. I am stronger than ever.

Mr. CLEVELAND. I wish you would speak to the Chairman. I have put it in a bill, H.R. 3215. This is the second time I put it in, and you may be interested to know that last March—15 months ago, Mr. Whitton, in 1965, March of 1965—I requested the opinion of your

department on this legislation and I have not yet even got an answer on it.

Mr. WHITTON. From my department?

Mr. OLSEN. Would the gentleman recall what the number of that bill is?

Mr. CLEVELAND. H.R. 3215. This is the bill for the advance purchase of rights-of-way. It provided the financing of advance purchase of rights-of-way. I put that in in the 88th session. It had a favorable committee report at that time, and you testified in its favor, Mr. Whitton, not at hearings, because, again, I never could get hearing on it. But this legislation would save us money.

Did you read the very interesting article in the Saturday Evening Post, that "The Bulldozers Come to Norristown," or something like that?

Mr. WHITTON. I read it; yes, sir, and I did not like it.

Mr. CLEVELAND. I did not ask you if you liked it. I note the author of that article did call attention to one of the unfair situations. A guy was in the path of the road he knew was coming through. He could not sell his house, and he did not have the money to buy another, and it was a tough situation. At least the purchase of advance rights-of-way would help with that type of problem.

Mr. CRAMER. Will the gentleman yield?

Mr. CLEVELAND. I yield.

Mr. CRAMER. There was an idea of permitting States to buy rights-of-way 7 years in advance?

Mr. WHITTON. That is correct.

Mr. CRAMER. I suppose the States are not doing it because they want to use the money to build highways now rather than buy rights-of-way.

Mr. WHITTON. Yes.

Mr. CRAMER. The gentleman needs to find a way to find funds to implement that program that has been approved. I think this is an area where there should be more activity, and if Congress encourages the States, such as California has done, to set up a trust fund for the acquisition of rights-of-way, I would hope that efforts would be given to implement that 7-year advance purchase of rights-of-way.

I thank you.

Mr. CLEVELAND. Mr. Chairman, may I at this point have three documents put into the record, as follows? The letter from the Department of Commerce dated September 20, 1963, that did specifically have a favorable report on this legislation I have just talked about; the letter I was asking Mr. Whitton about on two-lane sections of Interstate highways and a second letter relative to the same subject, dated February 14, 1966.

Mr. KLUCZYNSKI. Without objection, it is so ordered.

(The three letters referred to follow:)

GENERAL COUNCIL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., September 20, 1963.

HON. CHARLES A. BUCKLEY,
Chairman, Committee on Public Works, House of Representatives, Washington,
D.C.

DEAR MR. CHAIRMAN: This is in further reply to your request for the views of this Department on H.R. 6015, a bill to amend section 124 of title 23, United States Code, to provide for the financing of advance acquisition of rights-of-way for the Federal-aid highway systems.

H.R. 6015, if enacted, would undoubtedly tend to alleviate the problems resulting from present State inability to realize benefits of advance acquisition without extensive commitment of funds needed for current construction.

This Department supports the principle of advance acquisition, and to the extent that a balance of funds would be available in the trust fund, we would consider that their application to this purpose would be desirable.

Since the bill would make it discretionary with the Secretary of Commerce as to the amount of funds to be so advanced, the Department of Commerce recommends favorable consideration of H.R. 6015.

The Bureau of the Budget advises that there would be no objection to the submission of this report from the standpoint of the administration's program.

Sincerely,

ROBERT E. GILES.

DECEMBER 27, 1965.

Mr. GERALD D. LOVE,
Division Engineer, Bureau of Public Roads,
Concord, N.H.

DEAR MR. LOVE: Senate Joint Resolution 81, approved by Congress on August 28, 1965, requires each State to have a highway safety program by December 1, 1967. The resolution states in part, "Such highway safety program should be in accordance with uniform standards approved by the Secretary and should include, but not be limited to, provisions for an effective accident records system, and measures calculated to improve driver performance, vehicle safety, highway design and maintenance, traffic control, and surveillance of traffic for detection and correction of high or potentially high accident locations."

In my opinion, the potentially highest accident locations in New Hampshire will be the short two-lane sections of the Interstate System that are sandwiched between relatively long four-lane divided sections that will exist on Interstate Route 89 in Hopkinton and Grantham-Enfield, and on Interstate Route 93 in Franconia-Sugar Hill-Bethlehem.

Interstate Route 89 extends 60.1 miles from Bow to the Vermont line in Lebanon and continues in Vermont as a four-lane divided facility. The Hopkinton section is 2.8 miles and the Grantham-Enfield section 7.3 miles.

Interstate Route 93 is 132 miles from the Massachusetts border to the Vermont border, of which 8.2 miles in Franconia-Sugar Hill-Bethlehem are two lanes.

The two-lane sections were, of course, constructed when the design year was 1975. Since that time the law was changed and the design year is now "20 years later than the year in which the division engineer approves the P.S. & E. for the construction project." Under this standard, all of the two-lane sections now qualify for four lanes divided. In the 1965 section 104(b)(5) supplementary estimate for changing the existing two-lane sections to four lanes, the following cost estimates were developed:

Hopkinton, 2.8 miles	\$1, 030, 000
Grantham-Enfield, 7.3 miles	2, 855, 000
Franconia-Sugar Hill-Bethlehem, 8.2 miles	3, 775, 000
Total	7, 660, 000

It is understood that the additional two lanes may be undertaken with State funding and that with Bureau of Public Roads' approval may be financed in part with ABC classes of funds. However, it is completely impossible for us to finance this work with other than interstate 90-to-10 funds.

Since the inception of the interstate program it has been necessary for the legislature to authorize from \$3,250,000 to \$5 million in bonds annually to match Federal aid and balance our budget. During this period the State-financed construction program has been practically negligible. As of June 30, 1965, \$26,450,000 in bonds were outstanding and \$16,500,000 were authorized but unissued. In October 1965, \$10 million of the authorized bonds were issued. All projections indicate that this level of bonding will be necessary to the end of the interstate program.

New Hampshire gets a minimum amount of ABC funds, one-half of 1 percent for primary and secondary, and a small amount of urban funds because of low population. It is not feasible to divert any of these funds to interstate construc-

tion when there are so many miles of the primary and secondary systems where improvements are sorely needed.

The situation is rapidly becoming critical on Interstate 89 because of its scheduled early completion, and if these short hazardous sections are to be eliminated it is necessary for engineering to start at an early date. This is also true on Interstate 93 as its completion is scheduled to follow the opening of the full length of Interstate 89.

Under date of February 4, 1964, this situation was brought to your attention by a letter from me. Accompanying my letter was other supporting data which I assume has all been retained in your files for reference purposes. This whole matter is being reactivated for I feel that it should be reviewed once more, particularly in the light of the safety program recently specified by the Congress.

In view of the concern that has been recently expressed by the President and by the Congress with regard to highway safety, it would be appropriate that authority be granted to include the four laning of the existing two-lane sections as a part of the interstate 90-to-10 program.

Sincerely,

JOHN O. MORTON, *Commissioner.*

CONCORD, N.H.,
February 14, 1966.

Subject: Request for additional lanes—Interstate 89 and Interstate 93.

Mr. JOHN O. MORTON,
Commissioner, New Hampshire Dept. of Public Works, and Highways,
Concord, N.H.

DEAR MR. MORTON: As requested in your letter of December 27, 1965, Public Roads has again considered the information submitted and your request to add two additional lanes to completed two-lane sections of Interstate Routes 89 and 93. The following is quoted for your information from Mr. G. M. Williams' memorandum of February 8, 1966, to Regional Engineer Swanson: "There are not sufficient funds accruing to the Highway Trust Fund to cover the costs of completion of the Interstate System as estimated in 1964 and reported to the Congress in January 1965. There is no basis for Public Roads to approve additional Federal-aid Interstate funds for reconstruction on segments of the Interstate System where construction of two-lane highways has been completed to standards in effect at the time of construction. While with time, the using traffic on the three segments of two-lane highway may exceed the capacity values set for two-lane highways, this situation has not been reached as of this date. It is believed there are other segments of the Interstate highways in New Hampshire that are more in need of improvement and will provide a greater benefit in safety as well as other factors than would result from the addition of lanes on the three segments as has been proposed by the State. The safety of operation on a two-lane highway carrying traffic volumes as reported on the three segments is considered good. The hazard situation arises from the change from operation on a four-lane highway to operation on a two-lane highway, which hazard can be controlled and minimized by signing and enforcement of safe operations by the traveling public.

"After this review of the New Hampshire matter, and in consideration of nonapproval of similar proposals in other areas, we thereby reaffirm our previous determination. Approval is not given for Federal-aid Interstate participation in the costs to convert the existing two-lane facilities on routes Federal-aid Interstate 89 and Federal-aid Interstate 93 to four-lane facilities."

Sincerely yours,

G. D. LOVE, *Division Engineer.*

Mr. KLUCZYNSKI. You may proceed.

Mr. CLEVELAND. Mr. Whitton, you have been very patient with my questioning, and I guess that you understand that those of us on the minority side, when we do have an opportunity to speak to one of the leading figures of downtown Washington, we wish to take advantage of the opportunity when we have this privilege.

I have one other matter of concern. In connection with these public land roads that you are asking for money for in this bill of yours, at

what time do you usually announce the awarding of those, the allocation of those public lands?

Mr. WHITTON. In the very near future.

Mr. CLEVELAND. Within 1 to 2 days, or a couple of weeks?

Mr. WHITTON. I would say a couple of weeks.

Mr. CLEVELAND. It is later than usual this year, is it not?

Mr. WHITTON. Yes. Normally, we get that in March. We had quite a demand this year.

Mr. CLEVELAND. Thank you very much. I have no further questions.

Mr. KLUCZYNSKI. Mr. Olsen, of Montana.

Mr. OLSEN. Thank you very much, Mr. Chairman. As one who completely supports this program of building Federal highways, I want to ask some questions. I am sorry Mr. Boyd is not here, but I am sure he would agree——

Mr. WHITTON. Mr. Boyd will be here in a few minutes, Mr. Olsen.

Mr. OLSEN. We won't wait for him. In any event, I think he would agree with this. In this very grave discussion about whether there be an encouragement of inflation if this authorization went through, there certainly is a very grave necessity for completing this Interstate Highway System, is there not? There are many reasons, are there not, for us to complete this Interstate Highway System as rapidly as we can?

Mr. WHITTON. Yes, sir.

Mr. OLSEN. And any delay that you meet is not with respect to any other reason except that you cannot quite do the possible, you can only do the probable; is that right?

Mr. WHITTON. Yes, sir.

Mr. OLSEN. The saving of life and limb, and the defense effort are really grave concerns, and that is why we enacted this law in the first place.

Mr. WHITTON. Yes, sir.

Mr. OLSEN. And so when you extend this authorization 6 months, you do it reluctantly; is that not right?

Mr. WHITTON. I, of course, would like to complete the system just when the Congress asked for it. An extension of 5 months in my mind is rather minor, and is practically completing it as you asked for it.

Mr. OLSEN. If we extend it further, though, it would be contrary to our original intention of serving the national defense and, of course, saving life and limb on the highways, would it not?

Mr. WHITTON. I think that any extension is—I hate to see any extension, but 5 months I see as no great problem.

Mr. OLSEN. But any extension at all, and the longer the extension, then the greater injustice to people, because there is greater loss of life, and what is more, it is a more grave danger to national defense; is that not right?

Mr. WHITTON. I feel that any extension delays the time of the completion, and when we do complete it we will save more lives and save the economy of the country, and make safer the operation of vehicles on our completed System.

Mr. OLSEN. And we will be stronger as a nation when we complete this System?

Mr. WHITTON. Yes, sir, I think that is true.

Mr. OLSEN. So, with respect to the increased costs, we probably just had to expect that, did we not?

Mr. WHITTON. I did not get the question. With respect to the increased costs—

Mr. OLSEN. Would we not just about have to expect an increase in costs?

Mr. WHITTON. Well, the economy of the country, all other items have been going up in cost, and I think we should have expected an increase in cost of various items of work, and an increase in cost of the right-of-way, and then we have been building better roads as we have gone along. We have built wider shoulders that have added to the cost of the Interstate System, we have also built more interchanges, and wider bridges, so there have been several things that have contributed to the increase in costs.

In the urban areas, we have been experiencing increases in costs due to meeting certain demands that seem to be desirable.

Mr. OLSEN. I have noted that out in my State of Montana, where we are not really classified as urban areas, we have had to have more interchanges, and this is better service to the traveling public, and so users have got to pay for the increased costs. Is that not the fact?

Mr. WHITTON. That is right.

Mr. OLSEN. So that in many ways, the increased cost to the customer is justified because of the increased service?

Mr. WHITTON. I think so, Mr. Olsen.

Mr. OLSEN. And, of course, underlying the whole bill, long before this bill, long before it came to Congress, the urgency of saving lives is far greater than the urgency of saving money; is that not right?

Mr. WHITTON. I believe that.

Mr. OLSEN. I want to thank you, and although Mr. Boyd is not here, I want to thank him, too, for an excellent presentation.

Mr. WHITTON. Thank you, sir.

Mr. OLSEN. I think you have sustained your case very well.

Mr. KLUCZYNSKI. Thank you, Mr. Olsen.

Mr. Clausen, the gentleman from California.

Mr. CLAUSEN. I thank the chairman very much.

Mr. Whitton, I have a few questions to ask. There were comments from some of the people about the financing of the entire System and the possibility that it was getting out of hand, and it has been brought to my attention about the possibility of tailoring the authorization to existing revenues.

Now, this would include, of course, an extension of the Interstate Highway System. Would you comment on this?

Mr. WHITTON. Well, if you mean to stretch out the completion of the Interstate System on the basis of the existing revenues, it would take some additional time. If you mean you do not want to change the income into the Trust Fund beyond what it is now, the taxes as they now are, but go ahead and complete the System to the design standards that we have established, then it would take, of course, more time.

Mr. CLAUSEN. And with existing revenues, if you were not going to alter the current tax structure in time, how much would it take?

Mr. WHITTON. I am going to have to guess at it, Mr. Clausen,

but I would assume a couple of years, or maybe even more. I think our income is around \$4 billion, a little over \$4 billion a year at the present rate, and if the cost of the System is around \$9 billion more than we now have financed, then four into nine.

Mr. CLAUSEN. The other point that has been made——

Mr. WHITTON. These are rough figures, Mr. Clausen. However, the actual receipts in 1965 were 3,670 million, so it would go up to around 4 billion a year before the program was over.

Mr. CLAUSEN. Approximately what percentage of increase per year are you receiving from existing tax rates?

Mr. WHITTON. About \$200 million a year.

Mr. CLAUSEN. You have not broken that into percentages?

Mr. WHITTON. I do not have the percentages.

We have estimated receipts for 1966 of \$3.864 billion. That is an increase of about \$200 million over 1965 receipts.

Mr. CLAUSEN. Another comment was made that it is not engineeringly possible to complete the Interstate Highway System by 1972.

Mr. WHITTON. That is not a true statement in my judgment. I think it is engineeringly possible to do it. I think it is physically possible to do it.

Now, when it comes to getting the rights-of-way and getting the people to agree to a location, that is where you get in trouble, in my judgment, in completing the System on time.

Mr. CLAUSEN. In following up some of the comments that Mr. Cleveland has made, then it would certainly behoove us to move forward in this early right-of-way acquisition program he suggested. Would this not be cheaper in the long run?

Mr. WHITTON. In my judgment, it would be cheaper to buy all rights-of-way we need right today. You will never buy them cheaper, in my judgment.

Mr. CLAUSEN. You are having an escalation in cost of land values, is that not true?

Mr. WHITTON. I think land values are going up all over the country by a certain percentage every year.

Mr. CLAUSEN. I have a couple of other areas. In listening to Mr. Boyd this morning, and he made reference to the problems of San Francisco, the Interstate Highway System, and he also made reference to the problems you are having in building Interstate Highway Systems, or, for that matter, primary systems in the urban areas.

I have been a longtime advocate of altering the percentage so as to provide a more balanced system as relates to the Federal secondary system, and I just wonder if it would not be a wise thing for this committee to give consideration to changing this formula, because it had been my experience that while we are building freeways and thruways, so to speak, we are not giving enough attention to the highways where you have this so-called limited access to Interstate highways. The standards are just not up to what we are developing in our freeway system, and I would like to have your point of view on this.

I think that quite frankly we are not having a balanced system, because we do have this tax source here—would you comment on it?

Mr. WHITTON. Mr. Clausen, I do not care to comment on it at this stage. We are making our after-1972 study now, and I think that

the formula, the 45-30-25 to primary, secondary, and urban, as well as the one for the Interstate System, the percentage of money of the total available going to the Interstate System will receive our very serious attention in the after-1972 study. Then we will present the facts to Congress, and they can decide on what should be done.

Mr. CLAUSEN. One final point: On the matter of changing the forest highways from the general fund to the trust fund, I wonder if you could elaborate as to the reason why you have taken this approach and whether or not it had the equivalent service. I will ask the Forest Service, also.

Mr. WHITTON. The reason for the change in approach is because most of the forest highways which will be improved with money from the Trust Fund are on the Federal-aid system. They are part of the Federal-aid system: I see no reason why the money should not come out of the Trust Fund to improve a highway that is on the Federal-aid system.

Mr. FALLON. Will the gentleman yield?

Mr. CLAUSEN. I yield.

Mr. FALLON. Mr. Whitton, when you agree this money should be transferred from the general fund to the Trust Fund, do you also recommended that they be changed to the same formula they are built now, 100 percent?

Mr. WHITTON. I had not thought of that, Mr. Fallon. I would like to reserve an opinion on that at the present time if I have that right.

Mr. FALLON. Well, you certainly have the right, but I certainly would like to have your opinion.

Mr. WHITTON. I can see the point you are making: I think every State ought to be treated alike, as the Congress decides, and of course the States with great areas of public lands have had this privilege, as you might call it, from the Congress of having a higher percentage on their ABC money.

Mr. FALLON. But in addition to having the sliding percentage on the ABC money, this is another category in which they are favored by 100 percent.

Mr. WHITTON. Yes, on public land and forest highways.

Mr. FALLON. What is the highest percentage a State gets on the formula that most States use?

Mr. WHITTON. Ninety-five.

Mr. FALLON. Some of them go as high as 95 on public land?

Mr. WHITTON. On ABC, Mr. Fallon, the highest, I think, is 95, and I think maybe one or two other States are in the 90's.

Mr. FALLON. And in addition to that, they have highways that are on the Federal-aid system that they get 100 percent of the money on?

Mr. WHITTON. Yes, sir; that is right. The forest highways and the public lands highways can be 100 percent if the State so desires, but many of the eastern States who get public lands and forest highway funds do not get enough money to make it 100 percent, and so they use some of their regular Federal aid to lengthen the project.

Mr. FALLON. I would like to suggest, if I am permitted to proceed further, that the reason why this category of roads has always been—

the money coming out of the general fund—it was because the benefits out of these particular categories of roads.

Mr. WHITTON. I would like to correct what I said about the percentage. Alaska is 94.91 percent, and Arizona is 76.84 percent, so there is not any other 90-percent State.

Mr. CLAUSEN. I yield to the gentleman from Florida.

Mr. CRAMER. Regardless what your feeling is concerning the 100 percent on public lands and the forest highways, the effect of adopting the bill as submitted to us would be to make available to them that 100-percent money under the present formula, would it not?

Mr. WHITTON. That is correct, Mr. Cramer.

Mr. CRAMER. Secondly, it would have the effect of taking that out of existing Trust Fund money and future acquired Trust Fund money without providing an equal amount of money to be paid into the Trust Fund to take care of the cost. That would be the second effect, would it not?

Mr. WHITTON. That is right.

Mr. CRAMER. Was any consideration given, to your knowledge, of providing, as they are willing to do for beautification, the transfer of specifically earmarked funds from the present funds going into the general fund for the purpose of financing this construction program?

Mr. WHITTON. I have no knowledge of it, Mr. Cramer.

Mr. CRAMER. None has been submitted to this committee, in any event, or Ways and Means, as far as I know, under the statements submitted and the messages submitted.

Mr. CLAUSEN. It seems to me, if I understand the legislation correctly, that our forest highway program would be in jeopardy, and would not be as well off as we now have it under existing law. Is that not true?

Mr. WHITTON. I cannot say it is true, Mr. Clausen.

Mr. CLAUSEN. Then what is your point of view on this? As I view it, it would in effect be buried over in the Trust Fund where we now can look forward to x number of dollars based upon the authority granted under the law.

Mr. WHITTON. Whether we are asking for an authorization of \$33 million in this act, which would indicate that, well, I do not think there is any problem about us going ahead and asking for the appropriation to put it to work.

Mr. CLAUSEN. But what about the percentage of sharing?

Mr. WHITTON. The percentage of sharing would be as it is now, it would be a hundred percent, up to a hundred percent if the State so elected. The State could use some of its Trust Fund money—I mean some of its regular ABC money if they saw fit.

Mr. CLAUSEN. As I understand, only 88 percent of the forest highways are on the Federal-aid system now, but this would leave some 12 percent that are not on.

Mr. WHITTON. That are not on, yes, sir.

Mr. CLAUSEN. I think we should be taking care of this. All I am looking forward to is seeing that these forest highways, which are a very important part of the rural areas in the West, are not going to be jeopardized by any legislation that will come out of this committee.

Mr. WHITTON. I do not think the fact that we are transferring the forest highways and the public lands highway money from the general fund to the Trust Fund will jeopardize getting the roads built.

The CHAIRMAN. Will the gentleman yield?

Mr. CLAUSEN. I yield to the chairman.

The CHAIRMAN. At that point, Mr. Whitton, do you know if the Appropriations Committee appropriated the full amount of money for the past 2 years for this category?

Mr. WHITTON. I think not. I think they appropriated \$32 million last year. They cut it a million dollars. We asked for \$33 million this year.

The CHAIRMAN. If this came out of the Trust Fund, they would not have to go to the Appropriations Committee and they would be guaranteed the full amount that was in the bill?

Mr. WHITTON. Yes, they would approve the full amount.

Mr. CLAUSEN. Again, I was hopeful that we would have this additional 12 percent provided for somehow.

Mr. WHITTON. The additional 12 percent can be added to the Federal-aid system if the State wants to.

Mr. CLAUSEN. Are there not limitations on the primary?

Mr. WHITTON. Yes, but I do not know that that mileage limitation would limit these particular roads. It could be added to the secondary, and there is no mileage limitation on the secondary at the present time.

Mr. CLAUSEN. This is a final question—

Mr. CRAMER. Before we get off that subject, would the gentleman yield?

Mr. CLAUSEN. I yield.

Mr. CRAMER. It is limited to the States 7 percent—

Mr. WHITTON. Yes, but after 90 percent of that 7 percent has been completed, they can add another percent. Many States have added an additional percent many times.

Mr. CRAMER. You do not think putting these forest highways, or public lands highways into this Trust Fund would have any effect in diminishing the amount of mileage that otherwise would be available on the primary system to a State?

Mr. WHITTON. There are already 88 percent of the forest highways in the Federal aid system, either as primary or secondary, and only 12 percent that are not.

Mr. CRAMER. About 3,000 miles that are not.

Mr. WHITTON. We are talking about 3,000 miles that are not on the Federal-aid systems. I do not think that the addition of 3,000 miles of the forest highway system in the several States would have any particular effect on the primary system except perhaps in one or two States, which may add it to the secondary system, if they so desire. Perhaps most of the mileage would be secondary mileage anyway. Perhaps all of this 12 percent that we are talking about would be secondary mileage. If it were important, it would be on the primary system now.

Mr. CRAMER. Your answer, then, is that you do not see that it would have any detrimental effect on additional mileage in the future?

Mr. WHITTON. No, sir.

Mr. CLAUSEN. The final question on the matter of fuel tax, aviation fuel tax. As I understand it, according to this recommendation, this money would go back into the general fund, which takes it away from the Trust Fund. Is that correct?

Mr. WHITTON. I am not as knowledgeable about this aviation business, but I understand it will go into the general fund.

Mr. CLAUSEN. I did not get an answer to my question. Could you answer it?

Mr. ANDERS. The answer to your question is "Yes," if I understand the question as to revenues.

Mr. CLAUSEN. I want to know whether the aviation fuel tax money that had been going into the Trust Fund, would it go over now to the general fund?

Mr. ANDERS. That is correct.

Mr. CLAUSEN. As I say, I hope to ask Mr. Boyd this question, but as it is, to your knowledge, will this particular amount of money be designated for airway or airport purposes?

Mr. ANDERS. I am not familiar with that, Mr. Clausen.

Mr. KLUCZYNSKI. Thank you. Mr. Whitton is strictly a roadman, not an aviation guide or a water guide.

I am sure you will be interested in the next witness.

Mr. CRAMER. The line of questioning of the gentleman from Texas, Mr. Wright, which I gathered was, is this the type of public works capital investment which would come within the President's suggested cutback in order to prevent continued inflation resulting from Government spending. I would like to examine what might be considered the other side of the coin.

While these suggestions are being made primarily for housewives and private enterprise, is it not true that considerable expenditures are being proposed for fighting poverty, and is it not true that if any program has an impact on the future of this country, and defense-wise—Interstate is a defense highway system—it would be the earliest possible completion of the Interstate System?

Do you not think in the interest of aiding the economy of the Nation, providing jobs on a long-range basis, that this is probably one of the best programs in existence for fighting poverty on a long-range, permanent basis, getting the System finished? Do you not think that side of the coin deserves consideration?

Mr. WHITTON. Yes; I do, Mr. Cramer. I am in the highway business—

Mr. CLAUSEN. If the gentleman from Florida will yield.

Mr. CRAMER. I will yield.

Mr. CLAUSEN. As you know, Congress did pass the Appalachia legislation—certainly I believe the Congress is on record already as encouraging this type of development, and while there is concern about inflation generally, I think there are other areas in the Federal Government where we can cut back and accelerate this kind of program.

Mr. CRAMER. The thing that bothers me is that the highest type of priority, even in times of war, even with this great demand for cut-back in capital expenditures, the highest type of priority is given to beautification, but not to the completion of the System, which I think when it comes to aiding the economy of the Nation would do as much as anything else, and save some 8,000 lives a year.

That is all I have.

Mr. KLUCZYNSKI. Thank you. Mr. Whitton, it is always a pleasure to have you before this body. Your statements and remarks have been very beneficial to this committee. We are going to do everything possible to write up a good bill to stop the slaughter on the highways of our great country. We want to get a good road bill, with your assistance. You can tell Mr. Boyd that you have answered all the questions, you and Mr. Anders, and we are happy to have you before us, and I hope to see you again before we wind up our bill.

Mr. WHITTON. Thank you. It is always a great privilege and pleasure for me to appear before this great committee.

Mr. KLUCZYNSKI. Thank you.

The next witness is Mr. Edward P. Cliff, Chief, Forest Service, Department of Agriculture.

Mr. Cliff, will you kindly step forward? Do you have anybody with you?

Mr. CLIFF. I have Mr. M. M. Nelson, Deputy Chief of Forest Service, with me.

Mr. KLUCZYNSKI. Thank you.

You may proceed.

STATEMENT OF EDWARD P. CLIFF, CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE; ACCOMPANIED BY M. M. NELSON, DEPUTY CHIEF, FOREST SERVICE

Mr. CLIFF. Mr. Chairman and members of the committee, it is a pleasure to appear before this committee. I appreciate this opportunity to make a statement in support of H.R. 14359, the proposed Federal-Aid Highway Act of 1966. The bill would authorize appropriations for certain roads and highways in accordance with title 23 of the United States Code.

First, I wish to report on our progress in repairing the national forest development roads damaged by the disastrous Northwest floods of the winter of 1964-65. Early in 1965, Congress provided a supplemental authorization of \$38 million for the reconstruction of these roads. We are very grateful to the committee for the action they took, and I am happy to tell you that our restoration program is proceeding on schedule. We understand that the people and industries of the Northwest are gratified at the prompt response to their unprecedented needs resulting from the floods.

H.R. 14359, the bill we are considering today, was transmitted to the Congress by the Secretaries of the Treasury and Commerce on March 21, 1966, with the recommendation that it be enacted. The Department of Agriculture joins in that recommendation.

The Department of Agriculture is particularly interested in forest highways and forest development roads and trails. However, all of the Federal-aid highways covered by H.R. 14359 directly or indirectly serve the national forest system. They are the links between forest and grassland resources and the people and industries of America.

Rural life is one of the major concerns of our Department. Our goal is to increase the economic and cultural opportunities of rural people to insure that they can enjoy a pattern of living comparable to that of the rest of our citizens. Good roads are often the key that unlocks rural prosperity. They are the lifelines of trade and commerce. Rural businesses and industries depend on the access they provide to move the goods and raw materials they need or produce. Roads open up the bountiful recreation sites and opportunities with which our rural countryside is endowed. They serve the urban dweller seeking relaxation and open space and provide a new opportunity for the private owner who wishes to profit from use of agricultural lands not needed for crop production. This bill would assist in the construction of the adequate transportation system that is essential for the economic and social well-being of rural America.

Now, we have heard some discussions this morning of the forest highways and public land highways, covered by subsections 5(2) and 5(3) of the bill. I would like to point out that the bill would differ from past authorizations with respect to forest highways and public land highways. The subsections would authorize funds only for those highways on the Federal-aid system.

In the past, forest highways and public lands highways not on the Federal-aid system were also funded under these authorizations. For example, in fiscal year 1965, \$2,700,000 was spent on what we term class III forest highways, not on the Federal-aid system. There are presently 3,091 miles of these class III forest highways completed or planned for the forest highway system.

Forest highways are parts of Federal-aid, State, county, and other public highways in and adjacent to the national forests. Public lands highways are main highways through unappropriated public lands, certain Indian lands, and other Federal reservations, including the national forests.

The forest highway system and the public lands highways are administered by the Secretary of Commerce through the Bureau of Public Roads. There is a total of about 25,000 miles of roads in the forest highway system. These forest highways are important means of access to and outlet from forest development roads and trails. They are heavily used by persons visiting the national forests for recreation and other purposes. Most of the products of the forest move over these highways en route to mill or market.

Now, the forest development roads and trails covered by subsection 5(4) are the direct responsibility of the Forest Service of the Department of Agriculture. These roads and trails are built and maintained to preserve and provide for wise use of the many resources of the national forest system.

This system consists of 186 million acres of Federal lands in 41 States and in Puerto Rico. It is mostly made up of 154 individual national forests with 182 million acres and 19 national grasslands with 4 million acres. These lands are administered for the multiple resources that they provide, including outdoor recreation, water, timber, minerals, forage, fish and wildlife.

The national forest system is extremely valuable to the American people—valuable for the personal enjoyment they derive from it, and for the contributions it makes to the Nation's economy.

Outdoor recreation: In fiscal year 1965, these values and contributions included, under the heading of "outdoor recreation": Approximately 147 million visits were made to the national forests. Their capacity for camping and picnicking at developed sites is about 425,000 people at one time. Winter-sports facilities can accommodate a safe one-time capacity of 270,000 people.

Timber: A timber cut of about 11.2 billion board feet contributed \$1 in every \$70 of the gross national product—if you count value added in manufacture and distribution. This cut enabled primary timber logging and processing industries to employ approximately 300,000 people. About three times as many people were additionally employed in services supporting primary timber industries.

Forage: About 6 million head of cattle and sheep grazed in the national forests. These livestock were owned by nearly 20,000 ranch operators. The estimated gross value of livestock sales by grazing permittees amounted to approximately \$400 million, of which \$75 million is produced on the national forest system.

Receipts: Cash receipts from the sale and use of resources amounted to \$147 million. And this does not include other receipts to the Treasury, including moneys from power licenses and most mineral leasing, which were collected by other agencies.

An adequate system of forest development roads and trails is essential to insure the continued contributions and values of the national forest system. The presence or lack of access by road or trail has a direct or controlling influence on the proper management and beneficial use of national forest lands and resources. This factor largely determines the value of timber that can be marketed, the size, duration, and distribution of timber sales, and the level of salvage cuttings. It strongly influences the effectiveness of measures for protecting these lands from fire, insects, disease, and other destructive forces. It sets the level of use made of recreation, wildlife, and other resources of the national forest.

DIFFERENT TYPES OF ROADS

The basic concepts of Forest Service road construction and management may be illustrated by the terminology we use to classify the roads in our forest development system. We have some roads that we call interim development roads, which are those constructed through the national forests which eventually are taken over by States or counties. On these roads we anticipate that eventually use for public travel will be more important than use for development of national forest resources.

"Land access roads" are the main-haul multiple-use roads designed and constructed to serve and provide access to all resources.

"Land utilization roads" are the branch roads needed to reach specific resources, such as timber, recreation sites, forage or wildlife, or minerals, or some other resource.

Design and maintenance of all these roads are based on the various needs and purposes of each category. Some must have a smooth riding surface for high-speed travel. Others are barely kept passable and maintenance consists only of clearing culverts, cutting encroaching brush, and other work needed to preserve the investment and keep the road passable.

In addition to the roads on our forest development system, there are low-standard roads built by timber purchasers and others for special project purposes. In the case of the timber purchaser, as much as 10 miles of road might be built per square mile of operating area. We call these "project roads." They are later "put to bed" by cross-ditching, establishing a grass or other vegetative cover, and blocking to prevent vehicular travel. They are opened up only when needed—usually at long intervals of time.

Mr. Chairman, I have prepared a map and have some photographs that illustrate how these forest development roads tie in to the overall highway system and illustrate just what we are talking about. The pictures show the types or class of roads.

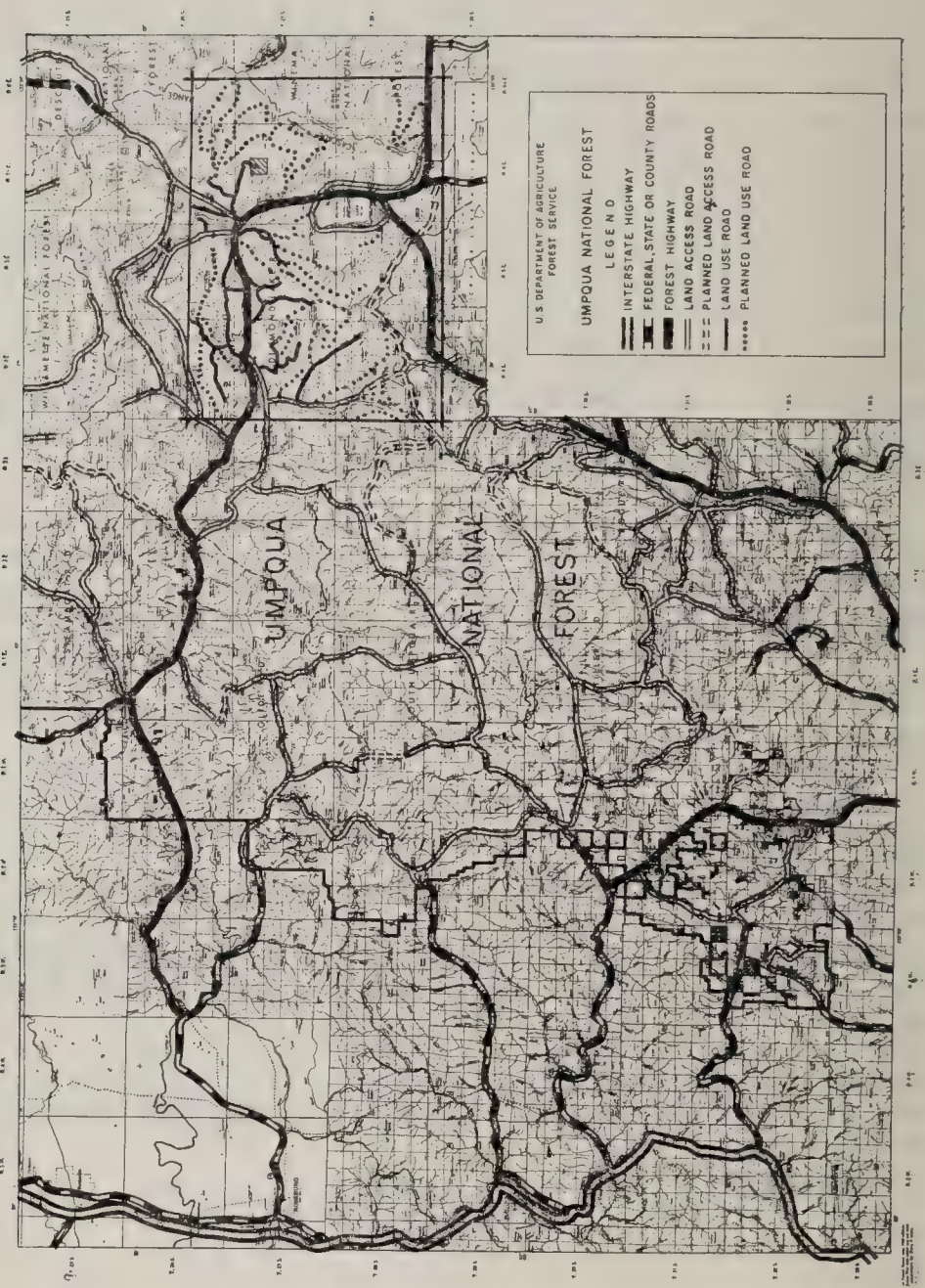
This is a map of the Umpqua National Forest in southwestern Oregon, one of our most important forests in that part of the State. The western boundary of the forest is indicated by the heavy black line. Everything to the east of that boundary line is national forest land.

Mr. CRAMER. Mr. Chairman.

Mr. HOWARD. Mr. Cramer.

Mr. CRAMER. May I make a suggestion that this map be made a part of the record?

(The chart follows:)



Mr. HOWARD. Without objection, so ordered.
Proceed.

Mr. CLIFF. The road shown on the map in red is an Interstate highway. It is Interstate Highway No. 5, which runs the full length of the Pacific Coast States.

The roads shown on the map in blue are major State and county highways that connect the Interstate highway with the roads that service the national forests.

Mr. SULLIVAN. Mr. Cliff, what type of roads are those in blue?

Mr. CLIFF. State or county highways.

Mr. SULLIVAN. Part of the secondary system?

Mr. CLIFF. Most of them would be on the State primary or State secondary system.

Mr. SULLIVAN. Fifty-fifty money would be involved?

Mr. CLIFF. Yes, sir.

Mr. SULLIVAN. Thank you, sir.

Mr. CLIFF. Now, the roads shown in orange—there are three roads there shown in orange—these are forest highways. They are examples of forest highways that you have been talking about. They are also on the State secondary system. They are main highways that go through the national forest and tap these national forest resources.

Generally they are intercommunity roads, and they serve the community and general traffic, for general travel, and for commercial traffic as well as for recreation and other purposes.

They are really the backbone of the transportation system.

Mr. SULLIVAN. Excuse me. Are they more than 50-50 Federal money?

Mr. CLIFF. The forest highways, as was discussed earlier by the preceding witness, do not require matching. That can be 100 percent Federal money.

Mr. SULLIVAN. Excuse me. Go ahead.

Mr. OLSEN. At that point, Mr. Chairman—

Mr. HOWARD. Mr. Olsen.

Mr. OLSEN. My favorite point is that these highways very frequently are these that do not require State matching. On these that do not require State matching, very frequently our experience shows that they become part of the primary or secondary system. Is that not true? Carry the general commerce of the country?

Mr. CLIFF. That is correct, Mr. Olsen. These that are shown on this map have now been placed on the State secondary system.

Mr. OLSEN. And as such, they carry the commerce certainly of the agricultural economy of the State as well as the forest?

Mr. CLIFF. That is correct.

Mr. OLSEN. And so we can say that the trucking interests and the many other personal uses of the highway are contributing to the Trust Fund that builds the highways of America?

Mr. CLIFF. That is correct.

Mr. OLSEN. Thank you.

Mr. CLIFF. The photograph illustrates the type of highway, the standard of highway that these forest highways generally achieve. They are two-lane, hard-surfaced highways going through the forests.

Mr. OLSEN. And, Mr. Chairman, I would like the witness to note for us that this kind of highway invites, beckons, welcomes, and really experiences use by the general commercial user of the highway.

Mr. CLIFF. That certainly is true, Mr. Olsen. These roads do serve general commercial traffic as well as the hauling of products of the forest from the woods to the mill. They are also a part of the system of State highways.

Mr. OLSEN. That is a mistaken notion, for anyone to presume that this highway is built just for the lumber millers? That is a mistaken notion, is it not?

Mr. CLIFF. That is correct.

Mr. OLSEN. This highway is, of course, used by the people who go to the lumber mill and provide all the great number of jobs we have in the lumber mill. But this kind of highway attracts every other kind of commercial use and in great abundance, and as a matter of fact in greater abundance than the lumber user. Is that not correct?

Mr. CLIFF. That is generally correct, sir; yes.

Mr. OLSEN. Thank you.

Mr. HOWARD. Proceed, Mr. Cliff.

Mr. CLIFF. Thank you.

The roads shown in green are the forest development roads. They are the ones that the Forest Service is directly responsible for.

The ones in green are the ones that we would call land access roads. They are multiple-use roads. They are used for hauling timber, for recreational travel, and for any other travel that might be needed for use and enjoyment of the national forests.

Mr. OLSEN. Mr. Chairman, I dislike interrupting the gentleman, but I want to encourage him, that this is the kind of highway that we had in the Flathead Lakes, Swan Lake, and on down through the Cedar Lake country in Montana. This is the kind of highway we had a few years ago. But now it is paved and it is the secondary highway, and it is operating and serving all of the commercial traffic north-south in that area; is that not correct?

Mr. CLIFF. There are quite a number of land access roads that have been converted over to higher standard highways and have become State highways.

Mr. OLSEN. And that is what happens, as we open the country of the West, why these highways become improved. And the commercial user generally—not just the lumber hauler—is using them and contributing to the cost of the highway.

Mr. CLIFF. The photograph shows a land access road. They are graveled roads, heavy ballast, so that they can support heavy traffic. They are used for logging, as the picture illustrates, but they are also used for other purposes.

There is still another class of road that I mentioned, and that is the land utilization road. These are the branch roads off of these main land access roads. And the little overlay there would show the system of land utilization roads. They are built for some specific purpose, such as to a logging operation, or to a recreational area, and they are a part of the permanent forest development road system. But they are of lower standard than the land access road.

The photograph illustrates this class of road. The one shown in the picture cost about \$15,000 a mile to build.

Now, I mentioned in my statement the project roads, and these are temporary roads that are not part of the forest development system, but they are built in connection with logging operations. They are temporary roads which, after they are used, after the use is completed, they are "put to bed," cross drained and perhaps vegetated; and the next photograph illustrates one of these project roads that has been "put to bed."

That road may be opened again sometime when it may be needed in the next cutting cycle for removal of timber.

These roads are generally constructed as part of logging operations, or some other operation in the use of the forest.

Mr. CLAUSEN. Well, Mr. Cliff, if the chairman would permit me—

Mr. HOWARD. Yes.

Mr. CLAUSEN. That type of road, then, can be put to use at a later date to maximize recovery of that yield of the acreage; is that right?

Mr. CLIFF. Yes; but in the meantime, it does not pay to maintain it. It is of low standard. After using this project type road, the best thing to do is discontinue maintaining it, make it so it will not erode, and then perhaps sometime in the future it can be opened up and reused.

Mr. CLAUSEN. That is the specific reason for putting the road to bed?

Mr. CLIFF. That is correct. And that kind of road is not financed with appropriated funds, but it is part of the overall road system that we use to operate and manage a forest property.

THE FOREST DEVELOPMENT ROAD SYSTEM

The forest development system of permanent roads used for protection, use, and management of the national forest system is now 188,000 miles in length. Of this total, the Forest Service has the responsibility for maintenance of 158,000 miles. The remaining 30,000 miles are maintained by State, county, or other local jurisdictions.

In 1961, President Kennedy sent to the Congress "A development program for the national forests." This program set forth the resource management and development work needed in the national forests during the fiscal years 1963 through 1972 to assure that they will meet their full share of present and future public needs.

The estimated cost of the road and trail construction proposed in this 10-year program is approximately \$1.7 billion, of which about \$1.2 billion should be financed with appropriated funds. The balance of about \$½ billion would constitute work performed by purchasers of national forest timber. But in order to keep logs rolling to the mills, the Forest Service has been required to increase the accumulated amount constructed by timber purchasers by \$61 million during the first 5 years of the program.

This reliance on purchaser-constructed roads has often resulted in choices in road locations which are less desirable and not entirely consistent with good forest management and development. Many areas

planned for development, where access is more difficult, have been left undeveloped.

Also, development of an efficient national forest transportation system is not promoted by an increase in the proportion of purchaser-constructed roads. Permanent, main-haul roads which will serve entire tributary areas must be built to a standard adequate for access to, use and development of, all tributary resources. This often requires a road standard higher than that necessary to remove the timber.

We are able, in some instances, and when funds are available, to obtain maximum economy roads by supplementing the increased cost of construction to higher standards. As an exclusive alternative to Government construction, this is undesirable, since many purchasers are not properly equipped for higher standard road construction. These roads should be built by road contractors, paid with appropriated funds.

Forest development roads built by timber purchasers are located, designed, and their construction is supervised by the Forest Service. We are not satisfied with the adequacy of supervision which we are able to give these purchaser-built roads. We now have annually over 2,000 timber sale road projects. Road construction is often sporadic—the purchasers may log a while and then build roads a while. We are constantly improving our supervision, but at present we are unable to adequately man the job.

Permittees, licensees, and other users of lands of the national forest system also build roads needed in their operations. The Forest Service reviews and approves plans for these roads and generally supervises construction to insure a good facility and to protect resource values.

We are constantly seeking opportunities to extend our road system with the least possible cost to the Government. Where national forest land is intermingled with non-Federal land, we often enter into share-cost agreements with the private landowners for building joint road systems. Each party pays his share of maintenance for commercial hauling over the total system. Where economical, interests are acquired in road systems already built by private parties. We also try to contract road maintenance with local agencies in order to reduce costs of equipment transport.

In addition to management improvement, the Forest Service is intensifying efforts to improve technology. The use of electronic data processing in road location and design, the use of photogrammetry for road reconnaissance and design, and improvement in equipment and engineering systems are being accelerated to the fullest practical extent.

We are also studying the potential for realization of economic advantage by building roads from 1 to several years in advance of timber sales. Possible advantages of this, what we call advance roading, include increased efficiency in construction resulting in lower costs; better control of road construction to avoid deterioration of other resources; ability to harvest special products in advance of sales as market demands require; ability to salvage timber killed by fire, disease, and insects; lowered cost and facilitation of sale administration

and timber stand improvement; ability to market timber when market demand increases; better protection from fire; and availability of roads for recreational use.

In spite of all these economies and advances, we are constantly meeting new demands and rising costs beyond those contemplated in the 10-year development program. For example:

New emphasis has been given to road construction in underdeveloped areas. Our accelerated road construction in connection with the regional development program for Appalachia is an example.

The Highway Beautification Act has placed added emphasis on the esthetics of road location and design.

Congressional establishment of national recreation areas, such as the Spruce Knob-Seneca Rocks and the Whiskeytown-Shasta-Trinity National Recreation Areas, requires additional miles of road construction to provide for timely and adequate development of the recreation resources of the areas.

The construction of large reservoirs by Federal agencies and others on national forest land creates additional recreational opportunities. New roads are required to provide access and distribute users to recreation sites.

General increased recreation demands above those contemplated will require reconstruction of many roads to safe standards for public travel. These are roads originally constructed to prudent purchaser standards by timber operators, which are not good enough to accommodate both timber harvest and public travel.

The composite mile cost index for highway construction has increased approximately 11 percent since 1961.

THE TRAIL SYSTEM

My remarks thus far, Mr. Chairman, have been concerned with road construction and maintenance. However, we are experiencing similar pressures and rising costs in our trails program. We have 103,000 miles of foot and horse trails in the national forests, and we have plans to expand this to about 114,000 miles. A good deal of this mileage of existing trails is substandard and needs better maintenance or reconstruction.

Last year \$4.6 million was spent for trail construction and \$3.7 million for trail maintenance. There is still a great need to disperse trail users to avoid overtrampling and destruction of vegetation along main trunk trails by people and horses. This can be lessened by the building of more spur trails.

We have in the national forest system extensive resources to which access is now limited. These resources can make a major contribution to both the rural and national economies and to the enjoyment and spiritual uplift of the American people. Delay in financing will increase difficulties in the future. Increased funding of roads and trails is greatly needed.

H.R. 14359 would authorize \$85 million for forest development roads and trails for fiscal year 1968 and increase the authorization to \$110 million for fiscal year 1969.

We strongly support enactment of the bill. The increase it would provide will enable us to make meaningful progress in the development

and maintenance of the resources and values of the national forest system.

Thank you.

Mr. HOWARD. Thank you very much, Mr. Cliff, for your statement. The Chair will first recognize counsel, Mr. Sullivan.

Mr. SULLIVAN. Mr. Cliff, on page 6 of your testimony, you have reference to President Kennedy's development program for the national forests, which is a 10-year program running for the fiscal years 1963 through 1972. How much short of the 1961, 10-year program has each authorization been since this program began?

In other words, have you had the full authorization each year for this program?

Mr. CLIFF. No, but we have used all of the authorization that has been available to us.

Mr. CLAUSEN. Would the gentleman yield?

Mr. SULLIVAN. Yes, sir.

Mr. CLAUSEN. Could you have used more, Mr. Cliff?

Mr. CLIFF. Well, I have to answer honestly; the answer is "Yes."

We projected a more rapid progress than the authorization has allowed us to make. We are at the end of fiscal year 1967. When our present authorization expires, we will be at about 67.2 percent of the projected plan for the first 5 years of the program, about two-thirds along with our projected plan for construction from appropriated funds.

Mr. SULLIVAN. Let me clarify my question. I am not sure I made it perfectly clear, Mr. Cliff. We know you are authorized a certain amount each year by this legislation.

Mr. CLIFF. Yes.

Mr. SULLIVAN. Has a request been made for that full amount each year? In other words, are you getting less than we authorize?

Mr. CLIFF. The budget request did not always equal the amount that this committee and the Congress has authorized us to ask for. But we have been able to use the unused part of the authorization by—it carries over, and we have been apportioned and used all of the authorization that has been made available to us.

Mr. SULLIVAN. How does this carry over?

Mr. CLIFF. For 2 years I think.

Mr. SULLIVAN. Two years?

Mr. CLIFF. Yes.

Mr. SULLIVAN. When you have less than the requested amount that has been asked for through the budget, have you received that full amount from the Appropriations Committee, or has the Appropriations Committee, in turn, cut you still further, sir?

Mr. CLIFF. No, the Appropriations Committee has given us the full amount requested.

Actually we have advance contract authority and we have utilized the advance contract authority, and the Appropriations Committee has given us enough money to pay the bills when they come due.

Mr. SULLIVAN. You say at this date, then, the program is on schedule?

Mr. CLIFF. The program is not on the schedule that we proposed in the 10-year program. It is only two-thirds on schedule for road construction, road and trail construction.

Mr. OLSEN. Will the gentleman yield?

Mr. SULLIVAN. Yes.

Mr. OLSEN. On that point, it is not remotely on schedule. We are behind in many areas of harvesting and spoil timber, timber spoiled by disease especially, and in some places spoiled by fire. We are very far behind.

Mr. SULLIVAN. Mr. Olsen, will you yield?

Mr. CLIFF. I think I should state, Mr. Sullivan, that when this plan was sent to Congress by the President, he did so with the reservation that it would be set up as a goal to work toward, but without commitment as to keeping it right on schedule. He made it clear that it would have to be financed as the fiscal situation permitted.

Mr. SULLIVAN. Is the intent, however, to finish this program within the 10 years as envisioned in 1961, Mr. Cliff?

Mr. CLIFF. That would be our hope, yes, sir.

Mr. SULLIVAN. Then, Mr. Cliff, following that question, may I ask you this: How long is it going to take to catch up with this program, to make it current by fiscal year 1968?

Mr. CLIFF. Well, by the end of 1967, we will have spent for road and trail construction \$341 million out of a planned \$509 million. So by the end of fiscal year 1967, we will be behind about \$168 million over what our projected plans would have been.

Mr. SULLIVAN. This will be at the end of fiscal year 1967?

Mr. CLIFF. Yes, sir.

Mr. SULLIVAN. Would you supply for the record—if I may, Mr. Chairman—what type of authorization the Forest Service would need to complete this program on schedule? Would you give us these figures?

Mr. CLIFF. I will be glad to give you our best estimate, sir.

Mr. SULLIVAN. Thank you very much, sir.

(The estimate follows:)

The 10-year development plan for fiscal year 1963 to fiscal year 1972 contemplated a total expenditure by the Government for construction of forest roads and trails of \$1,212,472,100.

TABLE I

During the first 5 years of the national forest program the net Government funds available for construction (including 10 percent of national forest receipts which is annually, by law, allocated for roads and trails) have compared with the planned funding as follows:

[In millions of dollars]

	Government construction 10-year plan	Available Government funds for construction	Deficit-planned Government construction
Fiscal year			
1963.....	62.9	47.8	15.1
1964.....	82.5	61.0	21.5
1965.....	101.7	68.6	33.1
1966.....	121.4	82.4	39.0
1967.....	140.6	81.0	59.6
Total.....	509.1	340.8	168.3

NOTE.—Accumulated deficit in Government construction is \$168,300,000.

TABLE II

To eliminate the accumulated construction deficit and complete the 10-year program as planned by 1972 would require an authorization level as indicated in column 7.

[In millions of dollars]

Fiscal year	Original plan	Distribution of deficit	Needed for construction	Needed for maintenance	Less anticipated 10 percent funds	Needed authorization level Federal Highway Act
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1968-----	140.6	8.0	148.6	19.6	17.6	150.0
1969-----	140.6	30.0	170.6	20.5	18.6	172.5
1970-----	140.8	36.0	176.8	22.0	19.6	179.2
1971-----	140.8	44.0	184.8	23.5	20.6	187.7
1972-----	140.5	50.3	190.8	25.0	21.0	194.8
Total-----		168.3				

NOTE.—The table is based on 1961 costs at the time the 10-year program was submitted and has not been adjusted to reflect changing costs or types of demands and needs for roads that have developed since the 10-year development program was presented to the Congress in 1961.

Mr. SULLIVAN. Now, Mr. Cliff, turning to page 5, your testimony deals with interim development roads, land access roads, and land utilization roads.

I have a question in connection with this. As I understand your testimony, these roads are built partially by the Federal Government and partially by private sources. Is that correct? In all three categories?

Mr. CLIFF. That is correct. They are built partly by appropriated funds under contracting procedures and partly by the users of the national forests, the timber operators, primarily, who build these roads as a part of their timber sale contract.

An allowance was made in the appraisal when we appraised the timber for sale, and required road construction is a part of the sale operation. We make an estimate of the cost of the road and make an allowance in the appraisal. So we offer the timber for sale at a price which would pay for the road.

So actually the Government resources are paying for these roads one way or the other. But, in this case the timber operator builds them with money he provides and then he pays less for the timber that he purchases.

Mr. SULLIVAN. I understand, sir.

Mr. OLSEN. Just a minute.

Will the gentleman yield?

Mr. SULLIVAN. Yes, sir; Mr. Olsen.

Mr. OLSEN. In that regard, we pay heavily for the road if we do not build it, because we waste the resource. Is that not a fact?

Mr. CLIFF. That is a fact in many cases, yes, sir.

Mr. OLSEN. I am going to take that up in later testimony, but I think that is appropriate at this time; that if we do not build the road, we pay for it anyway, pay for it many times over, because we lose the resource.

Mr. CLAUSEN. I am wondering if the gentleman will yield on that particular point, because it is quite obvious that we have, the gentleman from Montana and myself from California, have similar attitudes on this entire road construction program, and it becomes increasingly obvious to us that everyone would be better off if we had the Federal Government providing adequate appropriations so that you could build your system of highways, and thereby release these purchasers from the obligation, from a requirement, that certainly has not been working too successfully.

You have only been doing this I understand, Mr. Cliff, in order to meet the demand for timber; but would you not be better off if you could actually build these roads once and for all? Your testimony seems to bear this out.

Mr. SULLIVAN. Mr. Clausen, would you yield?

Mr. CLAUSEN. I would be happy to.

Mr. SULLIVAN. To continue the line of questioning by Mr. Olsen and Mr. Clausen, do you believe Federal construction of these roads would result in increased revenue from timber sales?

Mr. CLIFF. Yes, we think so. As I pointed out, we make a deduction in the appraisal to pay for the estimated cost of the roads. So we should get back at least that much, at least an amount equal to the investment in the road for timber hauling if the Government constructed the road rather than requiring the operator to do it.

Another thing that would happen in many cases, it would increase the opportunity for competition. Not all operators have equal ability to finance this road construction, nor do they have equal ability to build the roads. In many instances, I am sure we would have more competition and perhaps some higher price paid for the Government timber.

Mr. OLSEN. Mr. Chairman.

Mr. HOWARD. Mr. Olsen.

Mr. OLSEN. I think Mr. Cliff's remarks about advance roadbuilding are very appropriate.

Now, within the past year, lack of roads has prevented two Montana sawmills, at least two and maybe more, from successfully bidding on a large block of diseased and insect-killed timber over the Idaho State line in the Clearwater National Forest in Idaho. As a result, a firm in Idaho got the timber at a price which will result, in my opinion, in no net return to the Treasury.

I understand that this Idaho firm has a crash program of road construction—I am not criticizing, again. I think this is what they had to do. I think the price they bid they had to bid. But the shortcoming is on us that we did not authorize the building of this road or these roads out of Federal funds.

The Idaho firm is attempting to log the timber before it has deteriorated to an unusual degree. Some informed people tell me it has already become a serious question, and they doubt that it can be reached before it deteriorates beyond the point where it has value.

This is the point I am making. We are paying for this road that we did not build, and now we are going to pay for it a second time and we are not going to get the resource that we should have gotten in the first place. Now, if the gentleman will yield, I have a question in this regard.

Mr. SULLIVAN. Yes, Mr. Olsen.

Mr. OLSEN. Mr. Cliff, what are the estimated returns to the Treasury from the present sale of the Canyon block in Idaho? Do you have that figure?

Mr. CLIFF. Well, as I remember that one, we sold about 160 million feet of timber, which was deteriorating from disease and insect attack, as you have described. We estimated about 46 million of this may die during the course of the sale before it can be removed.

The estimated return from the sale, the way we had to sell it, making the allowance for the operator to build the road, would bring the Treasury about \$830,000. The estimated cost of administering this sale is about \$820,000, so there is virtually no net return to the Treasury.

We are salvaging some of the timber that otherwise would be lost.

Mr. OLSEN. You are doing the best you can.

Mr. CLIFF. Getting it into the economy and sanitizing that part of the forest so that we can get on with the job of growing a new crop of timber.

Mr. OLSEN. Yes, and stopping the spread of the disease.

Mr. CLIFF. That is right.

Mr. OLSEN. All right, now, could you make an educated guess of what the receipts would have been if the access roads had been in place when this disaster occurred, or in time to respond to the disaster?

Mr. CLIFF. Well, if the road had been in place in advance of the advertisement of sale, we would have saved considerable timber. I do not know just what that might amount to. But I would estimate that we would probably have received a price about \$5 more per thousand board feet for the timber, and also the road allowances would have been reduced to about \$5 a thousand. So in all, on this one sale, we probably would have gained about \$1.7 million in the sale of this timber.

Mr. OLSEN. This would be over and above the road cost?

Mr. CLIFF. Well, no—not exactly. We would have had a Federal investment in the road, but we would have gotten that much more money in the Treasury from this sale.

Mr. OLSEN. All right, I have got you. We would have had the same road, maybe a little better road, but we would have had that much more money in the Treasury. That is the point.

We have to build the road anyway now, do we not?

Mr. CLIFF. Yes. The operator is building the road.

Mr. OLSEN. We have to build it because we have to save the rest of the forest.

Mr. CLIFF. That is right.

Mr. OLSEN. And so we have to take this wood, this infested area out, so we have to build the road.

Mr. CLIFF. Of course, this road that we are talking about will also serve additional timber in this same drainage. So it not only is of benefit to this particular area, but will have benefits for years on up the drainage.

Mr. OLSEN. The road you are talking about would have been much more beneficial?

Mr. CLIFF. We think it would have been a much more satisfactory way for everybody concerned if we could have built it under appropriated funds.

Mr. OLSEN. Now I have one more, if the gentleman will yield.

Mr. SULLIVAN. Yes, Mr. Olsen.

Mr. OLSEN. Has Public Law 88-657 facilitated the work of the forest system? That is Senate bill 1147.

Do you recollect that Public Law 88-657?

Mr. CLIFF. That was the easement bill that was passed in October 1964?

Mr. OLSEN. Yes.

Mr. CLIFF. I would say it has been of great benefit to the Forest Service, Mr. Olsen.

We did not have authority to grant easements to people that we were asking to give us easements across their lands. We could not reciprocate by directly granting them easements. We had to do it in a very roundabout way, and this bill paved the way toward negotiations with the timber industry on this matter of joint roadbuilding and easements.

Mr. OLSEN. I call it the cooperative agreements and easement cooperatives. Do you have any statistics on the improvement?

Mr. CLIFF. Yes; I do. The bill passed in October—let me tell you a little about what we have done. The bill passed October 13, 1964. On the basis of this new legislation, we developed new regulations. We developed a form of easement for use by the Government and industry in cooperative areas, and we worked this out with industry representatives. We have developed a new form of road construction and use agreement to replace the old form. This is the joint use agreement where we share costs of roads. And this has all been done in full cooperation with representatives of the timber industry.

We feel that we made great progress and we have made progress in the development of easements.

As of June 30, 1965, we had actually executed 208 share-cost agreements covering about 3,000 miles of road already constructed, and some 250 miles of additional road to be later cooperatively constructed.

This opened up about 55 billion feet of Government timber that was blocked by lack of access prior to the time we got this program underway. And speaking for the Forest Service, we feel very good about this. I think the people from industry will tell you the same story; we worked very closely with them on it.

Mr. OLSEN. Industry has complimented this legislation. But let me reiterate again at this point that if we do not build the highways in time, we have to pay for it twice. If we build the highway in the right time, when the timber is ripe, when it is not diseased, then we get the biggest return on the forest resource. When the forest gets diseased, we have to build the highway anyway and we get a lesser return. So we pay for the highway either way, but if we build it under this bill that is before us today, then we are going to build it in time and we will get the full resource and we will only pay for the highway once. Is that not the fact?

Mr. CLIFF. That is very true, sir.

Mr. OLSEN. Thank you very much, Mr. Cliff.

Mr. SULLIVAN. Mr. Chairman, I have one or two questions of Mr. Cliff.

Mr. Cliff, to go back to the point we touched on before, Federal construction of these roads we talked about on page 5, if Federal construction ensued in constructing these three types of roads we have reference to, do you believe this will result in safer roads?

Mr. CLIFF. Well, I think it would, without a doubt, because we would be able to build a road with appropriate funds to serve all of the purposes of the forest, the public travel as well as the log hauling and other travel.

Now, when we require a road to be built by a logging operator, we follow what we call a prudent operator theory, and we require him to build a road no better than a prudent operator would build to remove the timber, and if we want a road that is better than that in order to provide for public safety, we have to finance that extra. We are not able to finance all the extra that it takes to make these logging operator-built roads fully acceptable for combined public use and timber traffic.

Mr. SULLIVAN. And, Mr. Cliff, this also results in increased economy in maintenance, do you believe?

Mr. CLIFF. I think it would, because we can design and build a road to the standards that it needs to be built to to serve all purposes, and then you are through with messing with it.

Mr. SULLIVAN. And finally, would this result in increased revenue to the local people, local jurisdiction?

Mr. CLIFF. Well, yes, of course. And this is one reason that the financing of these roads by the Federal Government is strongly supported by local government all over the country where we have national forests.

If the timber operator builds the road under the timber sale contract, the road cost is considered as a cost of operation in the timber sale, and it is not collected as receipts.

Mr. CLAUSEN. So, in effect, you have the counties subsidizing the building of these highways, is that not true?

Mr. CLIFF. You might describe it in that way, and that is how counties feel about it. They get 25 percent of the gross receipts from the national forests, when we have to make these road allowances to the timber operator, we reduce our receipts by that amount. The counties fail to share in the gross receipts by the amount that the timber operator invests in the road.

Mr. CLAUSEN. And while we are talking about gross receipts, this has a direct effect on the income to the county for the building of their own road system, as well as the receipts made available to the schools?

Mr. CLIFF. That is correct, Mr. Clausen. The 25-percent fund, which is paid to the counties, by law must be used for roads and accepting higher standards for these roads if they were built with Federal funds? Something equivalent if necessary, that could be equivalent to primary or secondary standards?

Mr. SULLIVAN. Mr. Clausen, I have one final question, sir.

Mr. Cliff prefaced this entire statement on Federal construction of these three types of roads. Would the Forest Service be amenable to accepting higher standards for these roads if they were built with Fed-

eral funds? Something equivalent, if necessary, that could be equivalent to primary or secondary standards?

Mr. CLIFF. Well, I do not know just how to comment on that. We attempt to design and build these roads to the standards that the anticipated use would justify. And in some cases, that expected use may not qualify or require a standard equal to a primary or secondary highway.

Mr. SULLIVAN. Let's forgo primary, Mr. Cliff. How about secondary standards?

Mr. CLIFF. In many cases, the kind of road that would be needed to meet all of our needs and to provide for expected future use would be equal to, or might be in excess of a secondary standard.

For one thing, these roads that are being used for heavy trucking of timber require a heavy ballast. They require a heavier base than perhaps you might use on some secondary roads. We try to build them to an adequate standard to meet the anticipated needs. And as public use continues to go up, the minimum standards that we should be building to also tend to rise.

Mr. SULLIVAN. Thank you, Mr. Cliff.

I have no further questions.

Mr. HOWARD. Thank you.

Any questions on my left?

Mr. Clausen.

Mr. CLAUSEN. Yes, I would like to further build our record up.

We have been able to develop here an excellent record on behalf of the long-needed forest development highway system. If we can place emphasis on increasing or utilizing the appropriated fund method for financing this highway system, would you not, in effect, for all practical purposes, eliminate this problem associated with the prudent operator concept?

Mr. CLIFF. Yes. I think it would tend to minimize it.

I am sure you understand, Mr. Clausen, that even under the 10-year program for the development of the national forest, we contemplated that the timber operators would build some roads, some of the branch roads, that is, land utilization roads, and all of the project roads, and there still might be room for argument on what a prudent operator would build for those kinds of roads. But we do feel that the Federal Government should build by direct methods the bulk of the permanent roads in the system, certainly the main line multiple-purpose roads, the roads that we call land access roads, and the heavier construction jobs on the branch roads, the land utilization roads, and all of the recreational roads within the national forests.

We haven't advocated that we would build all of the roads. Our timber operators, many of them have the capacity and the machinery to build roads, and we think that the job ahead is so big that we should take advantage of their capacity to help get this system stretched out.

Mr. CLAUSEN. All right. Now, incidentally, I am very pleased with the questions that Mr. Sullivan, our chief counsel, has put to the people of the Forest Service. It is quite obvious that our trip to northern California has paid off; he is asking some very intelligent questions—as he usually does.

And also while you are here, Mr. Cliff, I think it is most appropriate that I take just a moment to compliment the Forest Service. The

Forest Service supervisor of the sixth district, Mr. Spinney, as you know, has had the responsibility of carrying forward the program in that area, and I can tell you that the streams have all been cleared, the roads are now open, the campgrounds have been restored, new campgrounds have been built. And as we say in the timber country, the logs are now rolling again. Again this comes about in an area that had the maximum amount of devastation as a result of the major precipitation in that area causing the floods of December 1964. So I do want to compliment the Forest Service and the people out there, while I have you before this committee.

Now, getting back to the appropriated funds for the construction of the highways, we are dealing with a self-amortizing program. I have always looked upon the amount of authorization and appropriations as, in effect, an investment that provides an immediate return for a better forest management program, a better return to the communities themselves.

Now, I am sure that you agree with this, because your statement, in my judgment, is one of the finest statements that has ever been presented to this committee since I have been here in Congress, so I want to also compliment you on this.

Mr. CLIFF. Thank you.

Mr. CLAUSEN. There is one thing, however, that has been of concern to many people out in the area; that is, the matter of reciprocal rights-of-way.

I wonder if I could have you or Mr. Nelson comment on what the status of negotiations are between the Forest Service and industry on reciprocal rights-of-way.

Mr. CLIFF. Well, I will be glad to comment in general. Mr. Nelson can add any details that he might have. But that is what I was responding to, in part, in answer to Mr. Olsen's question.

After the easement bill passed in the fall of 1964, we held a series of conferences with a committee appointed by the timber industry groups and this question, on reciprocal rights-of-way, and joint construction on use of roads, joint-use agreements and we have just completed the cooperative development of a new easement form and of a new joint-use agreement form, which will be used and which is getting general acceptance by everyone concerned. We have developed our regulations after joint conferences with the industry groups. And while there may be some members of the industry, some individual land-owners, who still are not satisfied, I think in general we have reached mutual agreement on these questions that were so controversial several years ago.

The industry people will be testifying before this committee tomorrow and they can speak for themselves; but from where I see it, we feel very good about what has come out of this cooperative effort.

Mr. CLAUSEN. What areas? You made reference to the fact not everyone is satisfied. What area are we dealing with as far as a lack of acceptance on the part of industry?

Mr. CLIFF. I do not have any specific things in mind. We went over every one of the issues individually many times, and I think most of them have resulted in compromise and negotiation.

You know as well as I know that with so many people to deal with, that somebody may not be completely satisfied with an agreement of this kind.

I do not have anything specific in mind.

Mr. CLAUSEN. All right. Then the final question—you were here this morning when I asked Mr. Whitton and Mr. Boyd about whether or not there was a coordination between the Forest Service and the Department of Commerce and Bureau of Public Roads on this change in the method of national forest highway program. Now, can you tell me whether or not you are in agreement with this change from the general fund over to the Trust Fund? And if there are any problems, I would like to know about it.

Mr. CLIFF. Well, so far as I know, the Forest Service was not consulted on this, and I do not know whether the Department of Agriculture was or not. But it is a fiscal matter which does not really involve our department. It is a fiscal decision that we were not involved in.

I think the important thing to us is that the Bureau of Public Roads gets the money needed to build the forest highways, and it does not really make much difference to our program how this is funded, just so it is funded in some way.

We think the forest highway program is important. These are main arteries that are really the backbone of the transportation system on many of the national forests, and we feel it is very important. The important thing to us would be that it be adequately funded. We have not been involved in the details as to how the funding would be done.

Mr. CLAUSEN. Well, as I attribute—

Mr. CLIFF. Well, there is one point that is left dangling, the question as to what might happen to the so-called class III highways, which are not on either the Federal-aid secondary or Federal-aid primary systems.

There are about 3,000 miles of existing and projected roads in this category, class III. These are important roads to our system, too. And the answer of the witness this morning was that this could be taken care of by transferring these class III highways to the secondary or primary systems by the States. They could do it if they chose to do it.

The question is whether the States could choose to do this.

Mr. CLAUSEN. What would they use for money?

Mr. CLIFF. Well, they would be eligible for the same kind of forest highway funds that they are now. But under the new proposed wording, they would not participate in the forest highway funding unless they were transferred over to the Federal-aid system.

Mr. CLAUSEN. Well then, do I interpret your answer, Mr. Cliff, to suggest that you are satisfied with the arrangement as included in the bill?

I had the feeling we were jeopardizing our forest highway program.

Mr. CLIFF. Well, whether it is jeopardizing the program or not I think rests pretty much in the hands of this committee and in the hands of Congress.

I would hate to see anything happen that would jeopardize the forest highway program.

The Department of Agriculture supports the bill as submitted, and the only concern that I have personally, is that these class III forest highways get taken care of some way, either by being reclassified as secondary Federal-aid highways, or some other provision made for them. Because this 12 percent that is in this category includes some important links in the road system.

Mr. CLAUSEN. Well, it is in these rural areas primarily that I think you need to provide access, and certainly anyone familiar with these remote sections of our country recognize that unless you have access, you are not going to have anything in the way of development. And as a result, the economy of the area will continue to remain in a depressed condition. So this is one of the reasons that I am a little bit disturbed over the fact that you were not counseled on a matter of this importance, because you people can only develop your program as rapidly and as orderly as the committee approves and the administration recommends.

Mr. CRAMER. Will the gentleman yield?

Mr. CLAUSEN. I would be happy to yield.

Mr. CRAMER. It does not bother you that in the future, if it were made a part of a Trust Fund—I am talking now about 4, A—would have to compete with other construction in order to get money out of the Trust Fund? Those funds we know now are inadequate. There is going to be strong competition for funds.

You have heard the testimony?

Mr. CLIFF. Yes.

Mr. CRAMER. Billions of dollars deficiency.

Mr. CLIFF. Yes, I heard the testimony this morning, Mr. Cramer, and I was enlightened more than I had been before on some of the complexities here.

As I said before, I would be disturbed if I thought—I would not want to see anything happen that would jeopardize the forest highway program.

Mr. CLAUSEN. You would not be opposed, then, if we were to suggest that this particular amount of money remain in the general fund and be clearly earmarked in the legislation?

Mr. CLIFF. Well, you are talking about a fiscal policy that is beyond my responsibility, and I do not know that I am in a position to comment on it, Mr. Clausen. That is a decision that you are going to have to make, I think, on this committee as to whether or not to approve the recommendation of the administration.

Mr. CRAMER. If the gentleman will yield, I suggest that if I were in your position, I would be a little bit apprehensive about being dumped into the Trust Fund, which we already know has considerable deficiencies, and therefore you may inherit some of those deficiencies; whereas, today you get the authorization and go before Appropriations to justify it on a specific authorization and out of the general fund. You are not wedded to these other highway problems.

Mr. CLIFF. Well, as I say, it has been rather enlightening listening to the discussion this morning, and I appreciate the concern that you have expressed.

Mr. CLAUSEN. One final question.

Mr. CRAMER. As I gather in your statement on page 10, "We strongly support enactment of the bill" means that you do not neces-

sarily agree with crossing every "T" and dotting every "I," but you think the committee ought to exercise its discretion, including the field that I just mentioned?

Mr. CLIFF. I am sure, Mr. Cramer, that this great committee will exercise its discretion.

Mr. CRAMER. You are interested in getting money?

Mr. CLIFF. We are interested in having this program properly funded, yes, sir.

Mr. CRAMER. All right, thank you.

Mr. CLAUSEN. Pursuing the comments that our counsel, Mr. Sullivan, directed to you earlier in the testimony, is the roadbuilding program keeping abreast of your sustained yield under your program whereby you can put up the amount of timber for sale, is there any lag at all in your allowable cut that you are able to put up for sale because of lack of road construction?

Mr. CLIFF. Yes, there is lag in some areas. In other areas we are able to make our full allowable cut. Generally on the Pacific coast, we are right at our allowable cut. In the parts of the Rocky Mountains, and parts of other areas that are relatively undeveloped, we are not making our full allowable cut.

We are doing this, though, by building the easier roads to keep the sale program going and by relying on timber operator construction. And the more remote areas that are more difficult to develop and which we are going to need to sustain our timber using industries are not being developed as rapidly as they should be.

Mr. CLAUSEN. Well, this is one of the key points I was leading to. You must have anticipated my question, because from my own information, it seems you have been developing the easier roads. And one of these days we are going to be up against an insurmountable problem unless we can get at these more difficult areas. We need a balanced program of road construction.

Now, the final point here, in the bill itself, it calls for an increase of from \$85 million up to \$110 million for the fiscal year ending June 30, 1969.

Now, it has been brought to my attention that you could actually use more than that amount.

Mr. CLIFF. Yes; I would have to say that we could use more than that amount, Mr. Clausen. This is the amount that, after negotiation with the people who make the decisions on the total size of the authorization that would be requested—this is where we came out.

Mr. CLAUSEN. What amount could you use?

Mr. CLIFF. If we were performing at a rate that we proposed under the national forest program, we would be spending money and obligating road funds at the rate of about \$150 million.

Mr. CLAUSEN. I thank the chairman for being as patient as he has been.

And I want to compliment you, Mr. Cliff, for an excellent presentation.

I think we have built a substantial record.

Mr. HOWARD. Thank you, Mr. Clausen.

I am sure the committee was grateful to learn California has contributed to the education of the young man from the Bronx.

Are there any further questions?

Mr. Brennan.

Mr. BRENNAN. A brief moment.

Mr. Cliff, on page 9 of your statement, you state, in the fifth paragraph:

"The construction of large reservoirs by Federal agencies and others on national forest land creates additional recreational opportunities. New roads are required to provide access and distribute users to recreation sites.

This question does not relate directly to your highway bill. The committee has hearings next week on another matter, and I do not believe you are scheduled to appear, the Land and Water Use Conservation Act, which I am sure you are familiar with. I am wondering if you could tell us your experience in the last year on that?

You state here you provide the new roads. Do you provide those roads down to the water area?

Mr. CLIFF. Well, the construction agency generally provides the road into the damsite, and under the present policy they would provide the main access roads to the principal recreation sites on the water areas.

But a new reservoir has an impact that extends back a way from the water area, has a tremendous impact on public use for quite a ways around the reservoir. These things attract people, large numbers. They create impact on a resource that has to be accommodated. We have to build campgrounds back away from the water edge and other facilities, including roads, to accommodate the crowds that do go into these reservoir sites.

We have had this experience in a number of places where we are getting new reservoirs that are built by the Corps of Engineers and the Bureau of Reclamation, by private power companies, and others. It is almost inevitable that you create demand, which cannot be entirely accommodated by the roads that are built in connection with the reservoir.

Mr. BRENNAN. Then many of these reservoirs, I would assume, come under the category of the Land and Water Use Conservation Act, and therefore charges are required for people to cross over the land, use your roads as well as use the roads constructed by others?

Mr. CLIFF. On the national forest, sir, the land and water conservation fund does not require people to pay for the use of roads or pay for crossing these lands. They are free and open for people to travel.

The only charges which are made are for the use of developed recreation areas, where the Federal Government spends money to develop campgrounds and other recreation facilities.

Mr. BRENNAN. Well, Mr. Cliff, in your experience, what happens in reservoirs where there are roads constructed by others, as you pointed out, and roads constructed by the Forest Service? Do you mean that in the case of the Forest Service roads, there is no \$7 a year charge and other roads—people can use the reservoir area by circumventing the forest roads? Or do you have any such cases?

Mr. CLIFF. The bill itself provided specifically that people traveling through the national forests were not to be charged. But if they stop and use our recreation areas, they can be charged for entry into the developed area itself, and for the use of the area.

Mr. SULLIVAN. Will you yield?

In other words, if I am going through a national forest and I do not stop, there is no user charge?

Mr. CLIFF. That is correct.

Mr. SULLIVAN. But if in going through the national forest I take a side road off to a camping area and use that, or the lake, there is a user charge.

Mr. CLIFF. If the camping area is designated as a user charge area—there are 2,000 areas where there is a charge—you would pay the user charge for using that area, but not for the use of the roads.

Mr. SULLIVAN. Thank you.

Mr. BRENNAN. Then those charges are distinct and apart from the charges imposed under the Land and Water Use Conservation Act, are they not?

Mr. CLIFF. No; these charges are made under the Land and Water Conservation Fund Act, but there is a provision written into the bill that nobody should be charged for traveling across the national forest.

There is a distinction. If you enter a national park that has a charge, you pay for traveling through. You do not do that in the national forest. You just pay for using the developed facilities.

Mr. BRENNAN. Then there are some reservoirs, then, that you make no charge for because they do not come under the Land and Water Use Conservation Act?

Mr. CLIFF. This is a rather complex subject——

Mr. BRENNAN. I realize that.

Mr. CLIFF (continuing). To try to clarify in a short time. But we make no charge for the use of the reservoir itself. I think the act prohibits that. The only thing we charge for is for the use of the campground or a picnic ground or a similar development that is paid for by the Government where the Government makes the improvement.

Now, this campground may be on the shore of a reservoir or it may be out in the woods someplace. We do not charge for all of those, only those where the cost of collection is less than the fees that you would get.

Mr. SULLIVAN. Mr. Cliff, you say there is no charge for the use of a reservoir. What do you mean by that?

Mr. CLIFF. For the surface of the reservoir.

Mr. SULLIVAN. The surface itself?

Mr. CLIFF. That is right.

Mr. SULLIVAN. Assume I want to go swimming in that reservoir. Is that a different thing? Does that put me in a charge category then?

Mr. CLIFF. No. If you used a bathhouse that was constructed at public cost, and this developed beach area was designated as a charge area, you would pay for the use of the parking and the bathhouse, and for the use of developed areas. If you went in that lake without using the designated developed areas, nobody would charge you for it.

Mr. SULLIVAN. I may be repeating myself, Mr. Cliff, but if I come into a national forest, drive through to a reservoir located in the forest,

if I have my swimming trunks on, if I were to hop out of the car, jump in the lake and swim, dry myself off and drive out again, there is no charge?

Mr. CLIFF. That is correct; if you did not use our developed facilities posted for charge.

Facilities are generally developed campgrounds or—we do have some bathhouses that we charge for.

Mr. SULLIVAN. Thank you for yielding.

Mr. CLIFF. There is a picture of one of our charge areas in Illinois. This is a very popular recreation reservoir we built. There is a bathhouse facility there, a little picnic ground, and then some overnight camping grounds. We charge for the use of the camping ground and the bathhouse facility where the public uses it. But anybody can go in that pond and use it if they do not use the developed facilities.

Mr. BRENNAN. Mr. Cliff, I have two questions—I will skip one due to the lateness of the time.

Are you having any difficulty, because of these user charges, and about which you expressed yourself, it is a complex problem, with the application of the Land and Water Use Conservation Act either through collection or through trying to make equitable certain cases where you may charge and perhaps another lake may not charge or vice versa? In other words, do you find it difficult to operate under that?

Mr. CLIFF. There have been some problems. But this thing worked much better the first year with fewer complaints than I expected. We have only been operating 1 year and we have learned quite a few things. We are making some changes as a result of this experience.

Actually we got very few complaints. We had relatively few complaints for putting a new system into effect where we had not been charging before, and the public was very cooperative, unusually cooperative. I was surprised that it was as well accepted as it was.

Mr. SULLIVAN. Mr. Cliff, would you be available to testify next week?

Mr. CLIFF. I would not be personally. I am going to be in the State of Texas next week.

Mr. SULLIVAN. How about Mr. Nelson?

Mr. NELSON. I will be in town.

Mr. CLIFF. He will be here.

Mr. SULLIVAN. We will be in touch with you then in connection with testifying, Mr. Nelson, next week.

Thank you, Mr. Chairman.

Mr. HOWARD. Thank you, Mr. Brennan and Mr. Sullivan.

If there are no further questions, these hearings are adjourned until 10 a.m., tomorrow morning.

(Whereupon, at 4:32 p.m., the subcommittee was recessed, to reconvene at 10 a.m., Wednesday, April 20, 1966.)

FEDERAL-AID HIGHWAY ACT OF 1966

WEDNESDAY, APRIL 20, 1966

HOUSE OF REPRESENTATIVES,
COMMITTEE ON PUBLIC WORKS,
SUBCOMMITTEE ON ROADS,
Washington, D.C.

The subcommittee reconvened, pursuant to recess, at 10:12 a.m., in room 2167, Rayburn Building, Hon. John C. Kluczynski, chairman, presiding.

Mr. KLUCZYNSKI. The Subcommittee on Roads of the House Public Works Committee will please come to order.

Our first witness this morning should have been one of the members of this Public Works Committee, Congressman Harold T. "Biz" Johnson, of California. He is ill at this time. We are hoping he will be with us this afternoon or tomorrow. But I have his statement which I would like to make a part of the record.

Without any objection, it is so ordered.

(The prepared statement of Hon. Harold T. Johnson, of California, follows:)

STATEMENT OF HON. HAROLD T. (BIZZ) JOHNSON

Mr. Chairman, the opportunity to appear here today in support of the provisions of H.R. 14359, the Federal-Aid Highway Act of 1966, is appreciated. We all are familiar with the many programs which are covered in this legislation, including the State highways, Federal aid to secondary roads, the forest highways and development roads and public lands highways and development roads and certainly I want to join those who have appeared before you during these hearings and are appearing before you today in urging adoption of these authorizations which will permit our highway and road development programs to continue at a realistic pace.

All of these categories of roads are important to the Nation, the State of California, and to the 19 counties of the Second Congressional District, which I am proud to represent. There is, however, one category which I would like to discuss in detail because of the urgent need for increased authorizations over what are proposed in the legislation before you; namely, I wish to urge a more realistic and more adequate program of financing the development of roads and trails in our national forests. This item is covered in section 5 paragraph 4, of H.R. 14359. I note that this bill proposes an authorization of \$85 million for fiscal year ending June 30, 1968, and \$110 million for fiscal year ending June 30, 1969. I question whether this amount of financing will meet the demand which the public is making for its use of our national forest resources.

Mr. Clausen of the subcommittee and I have reason to be intimately acquainted with the national forest problems of the State of California. We are particularly fortunate that members of the Committee on Public Works have visited California on various occasions. You are therefore acquainted with our problems. In November and December 1964 Mr. Kluczynski and other members of this subcommittee visited California and held hearings on Senate bill 1147. Later on after the disastrous floods of the winter of 1964-65, other members of this committee visited California to learn firsthand of the damage done in these storms. These visits have been fruitful. Public Law 657 of the 88th Con-

gress was enacted. Later the Northwest Disaster Relief Act was passed to provide funds for the restoring of highways, roads, and trails damaged in the flood-stricken areas.

We in the Second Congressional District and throughout California are particularly concerned that our forest resources be developed fully so as to contribute a full share toward the national economy and enjoyment of recreation by the American people.

Approximately half of the national forest lands in California are located in the 19 counties which make up the Second Congressional District. The national forests of this district, coupled with the private timberlands, contain much of all of our commercial timberlands and timber volumes. This timber contributes toward an industry which provides a great proportion of all employment in my district. As solid evidence of the impact of the timber industry upon the 19 counties of the Second Congressional District I should point out to you that in the last calendar year national forest timber sales alone accounted for approximately \$14 million in revenues, a substantial factor in our economy and a substantial return to the Federal Government realized through sound management of one of our natural resources. Expanding the development of these roads which are relatively inexpensive type roads will increase this return to the Federal treasury. There are about 70 million acres of commercial timberland in California and about 9 million of these acres are publicly owned, principally within the national forests. This acreage of commercial timberland constitutes about 17 percent of the total land area of our States. In some counties which I represent, national forest lands amount to as much as 75 to 80 percent and more of the land area.

On account of the intermingled nature of forest land ownership within the national forest area, it is desirable that, from the standpoint of economy, a single road system be developed to serve all needs. Public Law 88-657 provided the framework under which this road system can be systematically developed with each beneficiary sharing in costs. Such a road system should be constructed to standards needed to provide for all uses, not only timber. It is important, from a timing standpoint, that Federal funds be available to match private funding in building roads to these intermingled lands. I have been told that at the present rate of financing it has been impossible to build all roads, constructed in connection with national forest timber sales, to maximum economy standards for full multiple use requirements. At the present level of financing more and more roads originally contemplated to require Federal financing have been shoved off on the timber operator and constructed as a condition of timber sale contract.

In addition to the timber resources in national forests, recreation, hunting, and fishing are needed to take care of our teeming population. I should point out at this point that these national forests attracted a total of 13,916,600 visitor days of recreation use during the last calendar year of 1965. I think you can readily appreciate the impact of recreation on the economy of our area and the importance of providing adequate access to these Federal lands which are used so heavily for recreation purposes.

Another indication of the importance of these resources is that we sold over 4 million hunting and fishing licenses in the State of California last year. Congress has recognized the importance of national forest recreation and has passed the Land and Water Conservation Fund Act to provide funds for purchasing private lands within the national forests. There is a great need to improve standards of existing roads and to build new roads to serve these lands. Some of you may wonder why the State of California cannot take care of building roads in the national forests. However, the resources of the State are extended to take care of public travel requirements alone. In a 10-year period population has increased in size by amount approximately equivalent to the total population of the State of New Jersey. Think of New Jersey's problem in this respect, if it were required to reproduce its road network in a 10-year period.

However, we do contribute and I would like to illustrate this by this map of Eldorado National Forest which I have asked the Forest Service to prepare for me. This map shows the main access routes in the Eldorado National Forest, which is in my district. This system of access roads has been built by a number of people. Early pioneer roads were built by early settlers, Forest Service has built many of the roads and State and counties have built additional roads. The forest contains a highly developed water and power system. Roads,

needed for the maintenance and operation of this system, were built by irrigation districts and power companies.

If you will note on this system many of the roads are marked in dashed lines of yellow and green. These are the roads which the State contributes toward the maintenance. This is justified on account of the values which these resources contribute toward our economy and enjoyment and use by our people. The development of these resources are highly important since many of the counties in my district, as I mentioned above, are over 80 percent in public ownership.

Lest you forget, California's resources, especially recreation resources, are shared by the Nation as a whole. I would like to show you this photograph showing one of our recreation developments which some of you have visited. This is a photograph of national forest-administered recreation area on the southwesterly shores of Lake Tahoe. Last year over 2 million people from all over America visited and enjoyed these recreation resources. You will note that the users of the beach and the adjoining recreation area are not overcrowded. This is not a result of chance but rather a result of the development of recreation road system and parking facilities which are used to control the use of the many recreation facilities built in this area. This installation is not complete. I would like to point out also that the Forest Service makes good use of these areas to educate the American public on principles of conservation as well as principles of multiple-use management of our forest resources.

It is unfortunate that we have not been able to finance forest development roads and trails to the extent contemplated in the program for the development of the national forests which was submitted to the Congress by President Kennedy in 1962. I have asked the Forest Service for a statement regarding progress on this program and find that the accumulated authorizations for roads and trails up to fiscal year 1967 will lag behind the program by approximately \$169 million. I have also been told that the contemplated 10-year level of financing for fiscal years 1968 and 1969 are \$167 million and \$169 million respectively.

I should emphasize that the proposed authorization of \$85 million for fiscal year 1968 is actually a reduction below the authorization for fiscal year 1967 since Federal payout costs are estimated to add about \$2 million to cost of road activities.

In view of other demands on our financial resources for carrying on the war in Vietnam, I agree that it is not practical to recommend the full program at this time. However, I do feel that unless finances are substantially increased, many opportunities which exist for cooperative financing and for preserving resources value would be lost. I therefore recommend that authorization for fiscal years 1968 and 1969 be increased to \$130 million and \$150 million respectively.

One other point I would like to make in conclusion, Mr. Chairman, relates to the Highway Trust Fund. I believe the legislation which you have before you today would, through basic changes in some of the programs, pose an added burden on the Trust Fund. We on the Public Works Committee have discussed in depth potential "raids" on the Trust Fund and have stood firm in preventing them. May I express the sincere hope that we will continue to stand firm in this belief.

Thank you.

Mr. KLUCZYNSKI. The Chair at this time recognizes a very fine young man, Congressman George Hansen, of Idaho, who will introduce the Honorable Robert E. Smylie, the Governor of Idaho.

Mr. Hansen.

Mr. HANSEN. Thank you, Mr. Chairman.

It is a privilege for me to appear before you to introduce the Governor of Idaho, the Honorable Robert E. Smylie, who during his 12 years as Governor of the State of Idaho has brought his farsighted leadership to our great State.

As you know, Idaho is one of the great land States. It is 65 percent under Federal ownership. So we are greatly concerned about the activities here in Washington concerning Federal lands, roads, and access, and so forth, that mean a great deal to us and to our economy.

Governor Smylie has been Governor in consecutive service longer than any other incumbent in the United States, and he has supplied those dynamic qualities, particularly in these last few years where Idaho has grown so much with regard to updated education and new tax programs, and so forth, that have helped us to become modern in a very rapid way.

However, today this testimony that the Governor is about to give I think is very important in helping us to keep up with this rapid pace, particularly with regard to those appropriations and that help which is necessary through the Federal Government because of this large amount of land which the Federal Government holds in the State of Idaho.

With that, Mr. Chairman, it gives me great pleasure to introduce the Governor of Idaho, Robert E. Smylie.

Mr. KLUCZYNSKI. Thank you, Congressman. We are very proud to have you as our colleague. You are doing a fine job. I hope you are with us a long time.

Mr. HANSEN. Thank you, Mr. Chairman.

Mr. KLUCZYNSKI. Governor, will you take the stand.

Do you have anybody with you?

STATEMENT OF ROBERT E. SMYLIE, GOVERNOR OF IDAHO

Governor SMYLIE. No, I do not, sir.

Mr. KLUCZYNSKI. Governor, I am very happy to see you, and I was happy to see you on television last week. You did a fine job. I hear you do a wonderful job as Governor in Idaho. I hope you will be the Governor until 1968 and a little beyond that.

They tell me something about you being "timber" for some higher office, Governor. You are doing a good job. You stay there. [Laughter.]

Governor SMYLIE. Mr. Chairman, Congressmen, I have a prepared statement which, with your permission, I shall attempt to summarize in an attempt to conserve the committee's time, and ask leave to file the presentation with the committee.

Mr. KLUCZYNSKI. Governor, without any objection, your prepared statement will be made a part of the record, and you may touch on the high points if you wish.

(The prepared statement follows:)

STATEMENT BY ROBERT E. SMYLIE, GOVERNOR OF THE STATE OF IDAHO

Mr. Chairman, I want to thank you and the other members of this subcommittee for offering me the opportunity to present to you my concern on what I feel is a vital matter of national interest. I refer specifically to current Federal policy on constructing and funding development and access roads in our national forests.

Our problem today in this area is not the same one we may have in the very near future if we do not take dramatic steps to revise our policies for developing roadways into these forests. Presently we can take steps to preserve and protect the abundance of timbered areas on our public lands. But, unless steps are taken soon to preserve these national forests, we shall face the costly, and unnecessary, task of rebuilding our beautiful recreation sites and reestablishing a prime source of timber for our wood products industries.

I know that each of you appreciate the importance of multiple use of our forest lands in the continuing growth of our economy under the broadest possible

concept of enlightened conservation. Therefore, I will direct my remarks to what I believe are clear and sufficient reasons for congressional action in modifying current policy in the development and maintenance of multiple-use access roads in our national forests—access roads nationally planned to accommodate every possible legitimate use of the resource.

Teddy Roosevelt once said something to the effect that “all the various demands upon and uses of our natural resources are so closely connected that they should be treated as part of one coherent plan and not in haphazard and piecemeal fashion.” This view of the proper way to use our natural resources is certainly the heart and soul of the “multiple-use concept” to which we are committed—a use concept expressed as production and harvest of wood fiber, management of wildlife habitat, responsible harvest of fish and game populations, grazing and mining, and family fun.

Economically, the entire Nation should benefit tremendously from her immense potential for integrated multiple use of her forest resources. Full opportunity, to date, however, has been denied through the lack of adequate roads giving access to them. The economic growth of our Rocky Mountain area may well be measured by future generations according to our success in opening unreserved, non-wilderness areas in the State to the full benefits of multiple use.

You well understand that although the national forest access facilities are important to all States having national forests, they are particularly important to Idaho because we have more national forest land than any other State except Alaska. The key to how well and how soon national forest lands and resources can make their full contribution to the economic development of Idaho lies in the rate at which these lands are made accessible.

In June of 1960, Congress passed Public Law 517, commonly known as the multiple-use law. This law authorizes and directs the Secretary of Agriculture: “To develop and administer the renewable surface resources of the national forests for multiple use and sustained yield of the several products and services obtained therefrom.” The law defines “multiple use” as the management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people.

This and other expressions of congressional intent led to preparation of a development program for the national forest. This program was transmitted to Congress by President Kennedy on February 21, 1962. This was a comprehensive plan for national forest development and resource utilization and it was broken down into a short-range, 10-year program planned for 1963 to 1972 and long-range plans projected to the year 2000—each of these programs being based on projections of national needs for timber, forage, water, recreation, and other national forest products. These projections have, during the first 4 years of the plan period, proven to be conservative indeed.

President Kennedy's development program called for appropriations, during the short-range 10-year program, totaling \$1.2 billion to construct 79,400 miles of multiple-use roads and 8,000 miles of trails. This was exclusive of maintenance, which was also financed from the national forest development roads and trails appropriation. It was also exclusive of an additional \$474 million over the 10-year period which was to be programed for construction by timber purchasers and financed by deductions from stumpage prices.

Congress responded by increasing the authorization for national forest development roads and trails to \$40 million in fiscal 1963, \$70 million for 1964, and \$85 million in 1965. The authorizations for 1966 and 1967 were left at this \$85 million level.

These authorizations fall far short of the amounts asked for in the Kennedy development program. In fact, they amount to about two-thirds the sums recommended for that program. Add to this the fact that about 10 percent of the amount actually authorized has gone to meet emergency flood damage costs in December 1964 and January 1965, and you can see good reason why we are falling behind, across the Nation and in Idaho, in the construction of main national forest development roads.

The failure to provide needed funds has meant that greater than expected reliance has been placed on financing of road construction by timber purchasers. This means that the small mills have been at a serious competitive disadvantage in bidding for Federal timber cuts since they cannot afford the overhead expenses of carrying heavy road construction equipment in their inventory. The

disadvantages suffered by these small timber companies places the economy of several of our smaller Idaho cities in jeopardy.

I believe that sufficient funds should be appropriated by Congress to handle the costs of construction of main forest development roads. The expense should not lie with the timberman. Admittedly, the cost of road construction in some of our precipitous mountain areas will be high. However, we have learned from bitter experience that the costs of inaction can be staggering, and we are really only asking that Uncle Sam be a better landlord.

I can say with some pride that the last of our major access roads into State-owned forest lands are now under construction. As these State-forest roads have been built into the timber, we have found that we have paid a terribly stiff price for not having built these roads 20 years earlier. I'll cite just one example—the Caribou Creek Road which was recently pushed into the Priest Lake State Forest in Bonner and Boundary Counties. Our foresters found the drainage supported a gross timber volume of 68 million board feet. However, before we got there with our road, insects and disease had already destroyed 20 million board feet, or 29 percent of the total. We have sold about 20 million board feet of the remaining good timber and expect to realize \$115,000 from the sale. So, in the diseased and insect-ridden lumber, we sustained an equivalent stumpage loss of \$115,000, because the road was not built 20 years ago.

This situation is repeated in drainage after drainage within our untouched, inaccessible national forests. Take, for example, conditions in our Clearwater National Forest. This forest has 1,179,800 acres of commercial forest land, containing 11.515 billion board feet of sawtimber volume with an allowable annual timber cut of 212.5 million feet. However, in fiscal year 1964 the cut of timber from this forest amounted to only 118.236 million feet. The timber resources in this forest are made up of vast stands of overmature timber, over-ripe for cutting, hence vulnerable to heavy losses by insects and disease.

Access to these stands until about 5 years ago was attained largely through timber purchaser construction of minimum standard roads. These roads, while adequate for timber hauling, provide insufficient capacity for the ever-mounting recreational pressures exerted on them.

Furthermore, this means of construction, because the net value of the stumpage has to be sufficient to finance the cost of roads, permits only limited usage. The transportation system has to be built in stages, one step at a time, until after a considerable lapse of time an entire drainage is developed. Typically on this forest, a beetle epidemic may develop 20 miles from the nearest road. By the above-mentioned procedure, 5 years and two timber sales in less critical areas would be required before a position would be attained whereby control or salvage operations could commence.

As these epidemics cannot be foreseen, the experience has been one of jumping here and there and always being at least 5 years behind. And in several major drainages on this forest, losses have exploded in 1 year from 1 percent or 2 percent per year to as much as 15 percent.

An example of this national forest in our Collins Creek drainage. This area is completely undeveloped and contains 110 million feet of federally owned timber. It became apparent through surveys that beginning about 1964 timber losses in this drainage had blown up to 15 percent per year or 16.5 million feet. At current market value (\$15/M) with the main road in, the sale of 2 years' losses would have paid back the \$440,000 required for a good, all-purpose road. In spite of this disaster and the fact that the Clearwater National Forest is getting a disproportionate amount of region 1 road and trail funds (approximately \$1 million per year), work will not commence on developing this drainage before 1969 because of project commitments on other more critically needed roads.

Now, you might reasonably be expected to ask if this isn't an unusual and perhaps nontypical case. The facts are that bark beetles and blister rust have been causing losses of this magnitude in many areas of the forest for at least the past 10 years. The Timber Trends report of 1965 shows that in the northern Rocky Mountain region the cut from all ownerships of sawtimber and veneer logs in 1962 was 2.862 billion feet. Mortality from these same lands was estimated at 2.790 billion feet. As only 23 percent of the commercial forest land in the northern Rocky Mountain region is privately owned, it can be seen that the losses on Federal land must be enormous.

The St. Joe National Forest, with an annual allowable cut of 99 million feet and losses not as disastrous as the Clearwater, nevertheless impressive, has had

only \$475,000 for road and trail construction for the past 5 years, or less than \$100,000 per year.

Unless the United States builds access roads into these areas the destruction that is now taking place among the mature and overmature trees of the overstory will continue at an accelerating rate. This is why a good landlord would build these roads in his own best interest. It is as simple as painting a house to keep it from weather damage.

But it is not the threat to our Nation's timber store alone that leads us to call for better forest access roads.

A statement by the Arizona Game and Fish Commission could be one phrased by many such commissions, including our own. "In some instances the management of a species of wildlife will require primitive and roadless conditions, while management for another will require considerable access. Without access an adequate deer harvest would be out of the question * * *." We know that access is necessary to permit harvesting. Further, with refinement and implementation of wildlife management techniques, access will undoubtedly play a continually more prominent role.

At a recent forum sponsored by the National Wildlife Federation, a spokesman for the American Mining Congress stated: "The domestic mining industry soon will be called upon to meet increasingly heavy demands for metals * * * the public lands must be freely open—have sufficient access to permit prospecting for new discoveries and opening new mines."

Watershed management often requires upstream control and manipulation of forest vegetation to regulate runoff and recharge water tables. Once again, access is critical to most effective and efficient watershed management.

Complementary use of public and private lands for grazing is an integral part of our western "range code." Not only is the providing of access necessary to carry this complementary use to its fullest value, but also to manage these public range lands—management from the view of the rancher, the wildlifer and the public land manager.

We must remember that much of the cost of our current recreation and beautification programs arise from our failure to spend less impressive sums at an earlier time to maintain natural recreation sites and beauty spots. It would therefore seem reasonable to call for maintenance and development expenditures that will allow us to harvest the trees of our national forests in an orderly manner so that some of our most attractive forests can be kept in this desirable state to please the camper and sportsman.

As the forest areas are opened up, opportunities are virtually unlimited for hiking, hunting, fishing, boating, and the many other activities which require few expensive and special facilities. Since active participation is a main theme in most national forest recreational programs, the opening of new areas will create opportunities for visitors to participate in the development and management of the raw material resources of land, water, flora, and fauna.

Those of us that come from States that encompass national forests know, too, the economic benefits that accrue to our cities near these forests. As the forests are made more useful recreation areas we expect the nearby cities to become better sources of jobs and more attractive to investment capital. The economic strength that is generated by the users of forest recreation centers is justification alone for increased national expenditures for roads that will give access to these lands.

With due respect to existing Federal appropriations and forest highway funding, it is evident to me that adequate funds are not available to provide necessary access to forest resources in the State of Idaho. Access road appropriations by the Congress are necessary to permit this State to maintain its present economic momentum—a momentum that can only be derived by maximizing benefits from the State's vast resource base.

When we are dealing with optimum resource benefits through access, management and use, the problems are mutual not only to the State, county, and community, but also the Nation.

While we have recognized a variety of independent beneficial uses, we also recognize that these uses and their benefits are closely related in land management and use. We are aware that these beneficial uses should pay their share of access in the multiple-use picture. This, however, should not cloud our primary challenge—the challenge of a joint effort in stimulating and bringing realistic funding for increased access to our resource base by whatever means available.

Literally speaking, we need to make roads to more rivers so that we can plant more fish for the increasing number of fishermen to catch. We need more roads to let the campers and picnickers use this vast, rugged and productive terrain. We need roads to manage these timber lands in order to sustain the yield of these forests and to permit us to protect them from insects and from fire * * * protect them as forage range for big game and minor wildlife.

The preservation of the national trust that was implicit in the establishment of the national forests now requires that the United States be willing to expend more money in the management of beneficiation and preservation of the trust.

And I think the State of Idaho, its citizenry, and its private corporations should and will be willing to find ways to do their part to assist the Federal Government in still more rational management of timber lands. We ask only that the Federal Government shoulder its responsibilities as landlord over the national forests.

Governor SMYLLIE. I want to talk specifically this morning about Federal policy on constructing and funding development of access roads in our national forests, and I want to approach this subject from two points of view: Primarily to point out the importance to Idaho and to our economy of adequate access to the national forest areas, and then to express some views with respect to what I conceive to be the national interest in this.

I myself have to work over budgets and I know that the reasons for these things need to be spelled out plainly, and especially in these times our efforts in this sort of work ought to be thoroughly justified.

I know that you all appreciate the importance of multiple use of our forest lands, and I think that you also know that there are more national forest lands in Idaho than in any other State except Alaska.

Basically, in this whole field of policy, as regards to roads in the United States, the programs developed and transmitted to the Congress by President Kennedy in 1962, which was a comprehensive long-term plan for the development of forest access roads and for roads and trails inside the national forest, was a very laudable effort to solve this problem on a long-term basis. The projections on which that plan were put together I think have, over the period of time that has intervened, proven to be conservative indeed.

In the meantime, there has been some experience which has led us to think that the authorizations that the Congress has been kind enough to make pursuant to that plan of development have fallen a little short of not only the program itself, but of actual need.

From our experience as a State owner of publicly owned timber, we have found that the building of roads into these areas is just simply a matter of being a good landlord.

I could point out, for instance, our experiment with what I think will be the last of the State-authorized roads into forests, what we call the Priest Lake State Forest, one of the few virgin stands of white pine timber left in the United States, but we have managed to lose in the period of 20 years that we were talking about building this road almost 30 percent of the available stumpage, simply because the road was not built and we could not get at it.

There are many occasions when this same situation occurs due to beetle epidemics and disease, happily not so much because of fire now; but in the national forest, in drainage after drainage, you are sustaining about a 30-percent loss in available resource simply because harvesting techniques are not possible and not available, simply because you cannot get at the timber.

There is, however, I think, another and more important fact of this situation that might bear consideration by this committee, and this is the increasing recreational use of these areas.

We have increased, for instance, in our fish and game departments, our planting program, our planting of rainbow and cutthroat trout by about 10 times in the last 10 years, and, literally speaking, we are running out of places to plant fish so the fishermen can catch them.

The increased national emphasis on recreation needs some place to go and the building of a rationally conceived system of highways that will permit recreational use, timber harvesting, and other multiple uses of the forested areas to be brought together I think will increasingly be in the national interest, simply because of the fact that with an increase in leisure time, with an increase in recreational use of this national resource, the ability to get to it for short-term recreation is increasingly important.

Of course, the management for conservation purposes of these highways and these roads and trails is necessary if we are going to do effective watershed conservation and effective management of wildlife within the national forest areas.

We enjoy the very finest of cooperation with the Bureau of Public Roads and the Forest Service in connection with these programs, and I believe it to be in the national interest and, among other things, in the interest of the economy of the State of Idaho, as well as the recreational users of the United States, to accelerate this particular facet of the road construction program of the United States.

I have said on a couple of occasions, somewhat facetiously, that the problem with respect to many of our public land questions in the West is the problem of encouraging Uncle Sam to be the best possible kind of a landlord. And in the case of the national forests, I think that in many instances, we have not spent the money that it took to develop them into an income- and a job-producing asset for the Nation quite as rapidly as we should.

I think to accelerate the authorizations for these programs and then to resolutely fund them as the years go by will provide a basis not only for an on-going economy in the heavily forested areas of the West, but will produce, in the long haul, as sound a development in the field of recreation, which is also a tremendously economic underpinning of the area.

I think the preservation of the national trust that was implicit in the establishment of the national forests literally now requires the expenditure of more money in the management and beneficiation of the trust.

I can say with respect to the State of Idaho, its citizenry as well as its corporate citizens, we will be willing to find ways to do our part to assist the Federal Government in still more rational management of these timberlands. And I would hope that the committee would see its way clear not only to increase the authorization for these appropriations, but to make liberal appropriations for the beneficiation of this national endowment and trust.

I would be very happy to answer questions.

I have prepared material that illustrates the unanimity with which the State government and the corporate interests in the State as well as conservation interests support the views which I have expressed here,

together with two memorials, passed unanimously by the Idaho Legislature, which emphasize the importance of this subject matter to us and to the Nation.

Mr. KLUCZYNSKI. Thank you, Governor, for that splendid statement. I am sure that your testimony this morning will be very helpful to this committee when we mark up this bill.

At this time the Chair recognizes Mr. Sullivan, counsel for the committee.

Mr. SULLIVAN. Governor, yesterday we heard testimony from Mr. Cliff, Chief of the Forest Service, on the same subject to which you addressed your remarks today, and we asked him a question I would like to ask you at this time.

Certain types of these roads, as I understand—entry development roads, land access roads, and land utilization roads—are built sometimes with the State and Federal funds and sometimes by private individuals, depending upon the situation. The overall question I pose to you is this: Do you believe that overall Federal construction of all of these roads would be the most effective way of construction?

Governor SMYLIE. I believe so, simply because of the effect on bidding in terms of public sale of timber. And we do this at the State level; what happens is the cost of the roads, Mr. Sullivan, comes off the stumpage price, and thus diminishes not only the return to the owner of the timber—in this case the United States—but also diminishes the return to the local unit of government whose tax base is in many instances very drastically affected by the happy location of these forests in their jurisdiction.

I think that the effect of public construction of these roads would be to increase the availability of bidders; in other words, this is a way of protecting the small owner, the small mill owner, who has to be kept in business, too. And we are getting so far back in the hills now that the road chance, as they call it, or cost of construction, rises so precipitously that a man without a tremendous investment in equipment and available capital to have maybe a couple million dollars tied up over a long period of time before he starts to realize on it, it tends to drive him out of business or to make him the subsidiary of some larger corporation which can do this chore.

Mr. SULLIVAN. Governor, in addition to that, do you not believe with the Federal construction of these roads, you might also have safer roads and also be tied in with the multiple purposes you had reference to in your summary?

Governor SMYLIE. I think so. This is what I say when I try to say the rational use of the entire resource by all of the people.

I have a phrase I use in environmental—public roads fit into this; simply because it permits them to be built, they will do two or three things rather than just one.

Mr. SULLIVAN. Governor, one final question on this point. Would it be, in your opinion, advisable to build these roads to standards, at least for secondary roads that are now under the Federal aid system, wherever practicable that is?

Governor SMYLIE. I think if one were creating the ideal situation and money were no problem, I would answer the question yes. Of course, I will establish some criteria there that are a little difficult to

meet. But our experience not only with this kind of road but with every kind of road is that you ought to try to figure out how it ought to be 15 years from now and build it that way. That is the least expensive and most satisfactory and safe way to do it. But we have not always done this because we did not always have the money.

Mr. SULLIVAN. You anticipated my final question.

I believe you are in favor of an increased authorization to keep this program to a level that President Kennedy proposed in 1962?

Governor SMYLIE. Yes, sir.

Mr. SULLIVAN. Thank you.

Mr. KLUCZYNSKI. Thank you, Governor.

The Chair now recognizes the gentleman from Florida, Mr. Cramer.

Mr. CRAMER. Thank you.

Governor SMYLIE. How do you do, Mr. Cramer?

Mr. CRAMER. Governor Smylie and Congressman Hansen, I am glad to see you again.

We appreciate the very fine statement. It will be very helpful to the committee.

Counsel has asked you in regards to an increased amount. What is your estimate of the amount that will be needed to bring the program up to the recommendation of the 10-year program?

Governor SMYLIE. I would think that at least the authorization suggested in the 1962 program—and, for myself, I would think without an undue amount of documentation, a 25-percent increase on that.

Mr. CRAMER. How much is that?

Governor SMYLIE. I would have to do my arithmetic.

Mr. CRAMER. 1967–68?

The bill calls for an increase to \$110 million by 1969.

May I ask counsel, will he have that available to the committee, the 10-year authorization proposal made in 1962?

Mr. SULLIVAN. They may be in the committee files. They are not present at the present time.

Governor SMYLIE. I believe the last figure I had for the authorization for 1966 and 1967 would be \$85 million level.

Mr. CRAMER. Presently the authorization?

Governor SMYLIE. Yes.

Mr. CRAMER. I was trying to discern how much it would take to bring it up to the 10-year completion proposal.

Mr. SULLIVAN. At the present time, Mr. Cramer?

Mr. CRAMER. Yes.

Mr. SULLIVAN. I believe Mr. Cliff testified yesterday, in the afternoon, the figure was under \$169 million.

Mr. HANSEN. I think that is right.

Mr. CRAMER. \$169 million for the year?

Mr. SULLIVAN. Shortage.

Governor SMYLIE. Shortage.

Mr. CRAMER. There was a \$169 million, as of this year, shortage. I think it would be well if we could get for the information to the committee on the schedule.

Mr. SULLIVAN. I believe that information is going to be supplied to us.

Mr. CRAMER. May I ask you one question with regard to forest highways. It has been proposed the future authorization for \$33

million a year for forest highways and public land highways at the rate of \$7 million a year, instead of coming out of the general fund, as it does today, to come out of the Highway Trust Fund in the future.

Is that the recommendation made to us by the administration?

What would be your attitude with regard to that?

Governor SMYLIE. Well, I think I would respectfully disagree with the administration on that subject. I think that our problems with respect to the construction of the highway system generally are of sufficient magnitude that we need to supplement them, rather than divert moneys from the main-line program to this type of program. And I think we are in a different category, Mr. Cramer, because in many instances, with respect to the forest lands and the public lands generally, the United States, with respect to the States in which those lands are located, is in the position of the landlord. And in many instances, it is the failure to appropriate these roads out of the general revenues of the United States that does not let the asset grow and develop as fast as it would if it were appropriated.

I sometimes say it is a little like painting a house; if you wait too long, you have to put two coats on.

Mr. CRAMER. In other words, if you take this \$325 million over the life of the Interstate program through 1973 out of the Trust Fund, there would be that much less to spend for construction on the ABC and Interstate System; is that right?

Governor SMYLIE. That is right.

Mr. CRAMER. You would oppose the short decrease in the Trust Fund by that amount for that purpose?

Governor SMYLIE. That is right.

Mr. CRAMER. I think that is a sound position. It is one this member of the committee has taken consistently. I think we have enough drain on the Trust Fund as it is already.

Governor SMYLIE. I have said on several occasions, and I do not wish to seem critical of the U.S. policy in this regard, that many of the States have an antidiversion provision in the construction which requires the placement of all highway user revenues on highway projects, or for highway maintenance operations and construction. And although it is not uniformly possible, I think it is a pretty sound basis on which to approach it.

I think, as I said, we need a supplement to the Trust Fund, rather than to raid it.

Mr. CRAMER. As has been brought out in previous testimony, the Trust Fund is going to be short due to certain increased costs, design changes, beautification construction, four-laning of 1,200 to 1,400 present two-lane highways; some \$10 billion short of funds, less \$2 billion, which is surplus in the Trust Fund now—about \$8 billion short, that is exclusive of beautification, highway safety and other factors, which means we either have to get more money or the system is going to be stretched out, the completion of it.

What would be your recommendation as to the action that this committee should take?

Governor SMYLIE. Well, if I were making this recommendation with respect to the problems of the State of Idaho, and with respect to—and addressing the Idaho Legislature, I would say that I think

this is the kind of thing we ought to lay on the taxes and get the job done.

These roads are going to be out of date before we get them completed if we do not.

Mr. CRAMER. Well, the present proposal of the administration is to stretch it out to 16 instead of 15 years, even with these—not considering these deficits. If money is not provided, we will not complete the system until 1975 or 1976.

You would recommend against such a stretchout and provide necessary funds to do the job within the 16-year period; is that correct?

Governor SMYLIE. Without seeming to get in any argument with anyone, I think that the sooner that this system is completed, the better, as far as the national interest is concerned. Because the development of transportation and the tremendous increases in population are going to put an ever-increasing burden on this system that already shows, and in many instances it already indicates the inadequacy in plans that were thought to be adequate 10 years ago.

Mr. CRAMER. Well, my inclination would be to provide adequate authorization to finish the job within the 16-year period, including these additional estimated cost increases.

Now, what would happen if we did not do that and we got another look at this in 1968? We would then have that much greater shortage facing us in actual construction. And, as Mr. Whitton indicated, that would mean tooling up for a substantial increase in a crash program for 1968, rather than leveling it off at about the same rate for the balance of the program.

Do you agree with that position?

Governor SMYLIE. I think so. And I would also hazard a guess that if this program is completed in 1972, this committee, and all the rest of us, will be considering the additional miles that had ought to go into an Interstate System that are not there now. And they are located in many places in the United States, and by that time will be needed in the development of the economy of the country.

Mr. CRAMER. I just have one more question, Governor. It is because you have spent so many years as Governor of Idaho you are fully familiar with the problems relating to highways in the State of Idaho and throughout the country.

I have another question, but I will get to it later. I will yield the floor.

Mr. CLEVELAND. I would like to compliment you on your fine presentation, Governor. I was particularly pleased to hear you suggest perhaps the Federal Government should follow the precedent many States have adopted of confining highway taxes and highway use taxes to the construction of roads.

We have followed this method in New Hampshire, adopted by constitutional amendment. You might be interested to know I have sponsored legislation before Congress to accomplish this same end. And I think if you and other people like you, who feel strongly about this, got behind this type of legislation, we might get some results on it.

That is a comment. Now I have one question, Governor. I have been very interested in your testimony about opening up new areas of the national forest, I presume particularly in Idaho. Forgive me if

I am a little gun shy, but I want to ask you candidly, if we do this, are we going to run afoul some of the other forces—and some of these forces are located in high places—that have to do with things like conservation and beautification?

Is there anything in this program that you are asking that will put this committee in a rather difficult situation of displeasing these important interests?

Governor SMYLIE. I am not asking, when I say this, that we run afoul of the wilderness system, for instance.

I think that there are areas into which roads will never go. I think this is geography, rather than economics. And this is the reason that I emphasized what I call a rational development program that puts all of the uses, including the recreational uses, in the right perspective.

Mr. CLEVELAND. In other words, you would be willing to stand eyeball to eyeball with the conservationists and those other people on your program?

Governor SMYLIE. I do not stand eyeball to eyeball; I stand shoulder to shoulder with them. [Laughter.]

Mr. CRAMER. Governor, let me just finish asking a couple of questions.

I say, with your experience as Governor, I am sure you recall that the way the 1956 program was tooled up, it was the States perhaps who submitted proposals for highway mileage?

Governor SMYLIE. Yes.

Mr. CRAMER. And it was evaluated, submitted to Congress, and that became the 41,000 system.

We are now talking about a report in January on the post-1972, or after-1972 program.

Has the State of Idaho been asked to submit proposed mileage?

Governor SMYLIE. I would have to check.

Mr. Mathas?

Mr. MATHAS. No, we have not as yet, Governor, been asked to submit any additional mileage as of this time. We submitted some mileage when the first designation was made.

Mr. CRAMER. Could you state your name, sir?

Governor SMYLIE. Mr. Ellis Mathas, highway engineer for Idaho.

Mr. CRAMER. Thank you.

Mr. MATHAS. And at the appropriate time, I am sure we will have some mileage. We have not been asked for it as yet.

Mr. CRAMER. Have you been asked to submit a program of any kind—post-1972; after-1972 program?

Mr. MATHAS. No, we have not been asked to submit any program.

Mr. CRAMER. I am happy to inform you, Governor, it is my understanding, the testimony as of yesterday, upon my request, by letter, directive from Mr. Whitton, the Administrator, that the States are, as soon as the criteria are completed—which they expect to have completed in the very near future, in the next few weeks—the States will be asked to submit a program, to be considered for inclusion in the submission to Congress in January 1968.

Governor SMYLIE. I am happy to hear that.

Mr. CRAMER. I felt all along the States should be consulted, and if there is going to be a partnership program, that is the only way it can be done.

Let me ask you one more question: The law provides advance purchase of right-of-way, 7 years, which I am sure you are familiar with. Has the State of Idaho made use of this advance acquisition authority?

Governor SMYLIE. We have not made 7-year-type use of it. We have made, some events, acquisition, but on a minor basis, simply because we did not see too much point in tying up money for any longer period of time.

We have been able to keep ahead of our projects and we have used the U.S. condemnation authority on occasion, simply because we have a constitution that would not let us file an order, taking order of possession, and settle the compensation question afterward. We have to go through the court procedure in order to gain possession.

Mr. CRAMER. For those States that have substantial increase in land costs as a result of fast growth, have you any thoughts with regard to how this advance acquisition of right-of-way could be implemented more effectively?

Governor SMYLIE. Well, from our own point of view, it would be fine if we could use the same condemnation machinery on the rest of the system that we can use under existing legislation on the Interstate.

We tried to enact legislation that would accomplish this and couldn't—our legal draftsmen, apparently, could not tool it with sufficient clarity to get it past the provision in our constitution. So when we act in the State courts, we are inhibited to some degree.

I think an enlargement of the permission that is in the Federal legislation to use the Federal courts in condemnation matters with respect to other parts of the Federal system and the Interstate System would be helpful in that instance, and, in the long run, might save some money.

Mr. CRAMER. I am rather disturbed about the situation the property owners find themselves in, knowing these systems are going to be constructed and the location be determined, and having to sit for 5, 6, or 7 years, particularly when you get a stretchout as we are going to have on the Interstate System; for instance, sitting and not being able to develop the business, sell the business, or do anything with it, or their homes, and not being able to have it condemned or negotiated for settlement, or what have you.

For years they are tied up with no relief of any kind. The States do not have the money. They want to put it into construction rather than in advance acquisition of right-of-way. And then we have the increased costs as a result.

It seems to me somewhere along the line there should be some consideration given to a program to implement the 7-year advance purchase of right-of-way authority to encourage the States to use it in some way.

Governor SMYLIE. Well, I would think probably that problem is considerably exacerbated in the more populous areas.

Mr. CRAMER. I am sure.

Governor SMYLIE. I do not think it has been a tremendous problem to us, with perhaps a couple of specific and unique situations that would have been difficult to cope with in any event.

Mr. CRAMER. Thank you very much, Governor.

Thank you, Mr. Chairman.

Mr. KLUCZYNSKI. The Chair recognizes the gentleman from the great Northwest, California, Mr. Don Clausen.

Mr. CLAUSEN. Thank you, Mr. Chairman.

Governor Smylie, most of us from the West are very appreciative of your very fine testimony here this morning. You were not here yesterday, but the gentleman from Montana, Mr. Olsen, as well as our very able counsel, Mr. Sullivan, pursued this point of appropriating funds for the development of Forest Service development roads.

In your statement on page 4, you suggest the failure to provide needed funds has meant that greater than expected reliance has been placed on the financing of road construction by timber purchasers. This means that the small mills have been at a serious competitive disadvantage in bidding for Federal timber cuts, since they cannot afford the overhead expenses of carrying heavy road construction equipment in their inventory. The disadvantages suffered by these small timber companies places the economy of several of our smaller Idaho cities in jeopardy.

My question to you, sir, is: It is not true that in situations such as you have outlined, that many of the small timber operators will bid, hoping to keep themselves in business, and, in effect, go broke, thereby jeopardizing the economy in many of your communities?

Governor SMYLIE. This is correct.

Mr. CLAUSEN. And would this not be resolved substantially if we could have the appropriated funds, the contracts let, and the roads built by legitimate contractors? Would this not be of great assistance to most of your communities in Idaho?

Governor SMYLIE. Yes, and this problem is getting to the place, Mr. Clausen, where even the large corporations work out to the end of sometimes 50- and 90-mile hauls. We are building roads where building roads in the intermountain West is a vastly expensive thing.

It is in two ways unfair: It is unfair to the forest itself to make it bear the burden of building those roads. One, the United States does not get the adequate return for its timber, and second, the amounts of moneys available to the counties and schools districts for specific school and road purposes are diminished by the amount it takes to build a road that does not serve the entire public.

Mr. CLAUSEN. You may be pleased to note the point was made yesterday that we are in fact asking the counties and the school districts, who are also recipients of some of the funds, to subsidize the construction of some of these roads. This is a point I wanted to make.

Governor SMYLIE. Yes, sir.

Mr. CLAUSEN. I have been a longtime advocate of expanding a Federal-aid and secondary highway construction program. It seems to me that in certain areas of the country, we are concentrating primarily in the development of freeways. But as the automobiles go off the freeway, they are placed on cow trails. I am wondering if you would be in favor of altering the formula, somehow, to give more recognition to primary and secondary highways?

Governor SMYLIE. I do not know that alteration of the formula would necessarily be required. I think with respect to highways generally and roads generally, that with respect to the secondary system, forest access roads, even the Interstate System, our problem is going to be to build fast enough to keep ahead of it.

This is what you really refer to when you say you come off a freeway onto a cowpath. This is because in too many instances we have accented Interstate and haven't moved as rapidly on the secondary system.

We have tried in Idaho to keep as close a pace as we could with these, simply because of the fact that our population is fairly well spread over the State, and we do not have Interstate highways everywhere. So it is politicking proper.

Mr. CLAUSEN. Would you not agree it is necessary to maintain a balance in our entire highway system and that more recognition should be given to Federal-aid secondary highways in your State?

Governor SMYLIE. I think so, yes; but not at the expense of the completion of the Interstate.

Mr. CLAUSEN. The final question: During testimony yesterday, comments were made about the fact that these recommended increases would be inflationary. Some of us are of the opinion that there are many areas in our public expenditures here at the Federal level, and I am sure at the State level, that could be cut back; but that, in our judgment, the road construction and road developments throughout the Nation certainly would be one of the best opportunities to provide the most positive approach toward combating our so-called war on poverty.

Would you agree with this point of view? Would you have any statement on that? That is my final question.

Governor SMYLIE. Well, I think that building an adequate road system is literally a capital implement that you use in development of the economy. And I am not enough of an economist to say whether this is inflationary or not. But you cannot face the problem of a mobile population and a growing population in any other way than to get ways to where it has to work.

Mr. CLAUSEN. Certainly this would be one of the top priorities as far as the public expenditures are concerned?

Governor SMYLIE. I think so; yes. And there are others.

Mr. HANSEN. Mr. Chairman.

Mr. KLUCZYNSKI. There being no further questions, thank you for your presentation this morning, Governor. You are doing a great job.

And I want to thank the gentleman from the State of Idaho. Keep up your good work.

We are happy to have you with us. You, too, Mr. Hansen.

Mr. HANSEN. Thank you.

(The following was furnished for insertion:)

STATEMENT OF JAMES MICKELSON, IMMEDIATE PAST CHAIRMAN OF THE PUBLIC LANDS COMMITTEE OF THE NATIONAL ASSOCIATION OF COUNTY OFFICERS

Mr. Chairman, I wish to thank you and the other members of your committee for the opportunity to address you on this important matter of multiple-use forest highways and access roads in our national forests. I will say at the outset I am firmly convinced that fullest and most productive use of our national forests will not be achieved unless Congress appropriates sufficient funds to construct and maintain high-grade forest highways and access roads within them.

Others will have told of the great drainage from insects and disease that occurs yearly within these forests and what the costs of this damage means in terms of loss of recreational areas and stumpage payments. I propose to talk to the point of what effect the presence, or absence, of these roads has on the economy of my State of Idaho.

There are various types of highways and access roads in Idaho. Among these are 32,000 rural miles of highways maintained by the State, counties, and highway districts, serving 40,000 farms in Idaho. In addition, there are highways such as the Lewis and Clark Highway (U.S. 12) stimulated in large measure by U.S. Forest Service activities. Forest highways are very important to our State from the standpoint of highway finance and in aiding Idaho's economic advancement.

Among many factors making forest highways valuable are included fire protection, pestilence control, and civil defense communication; community growth, industrial development; tourism and recreational travel, especially for hunting, fishing, and scenery; and increase in value of timber and mineral resources due to availability of transportation. With many of Idaho's resources in very early stages of economic development, roads are vital to the future of the State, and forest road progress will affect development of resources that lie within the national forests.

An Idaho forest highway project now under construction in Boise and Custer Counties between Idaho City and the Stanley Highway serves a popular fishing, hunting, and recreational area as well as the logging and mining industries. When completed the surfaced highway will shorten the distance from Boise, Idaho, to Missoula, Mont., by 106 miles and aid in the development of valuable timber and mining resources. The upper portion of this route is used largely for tourist purposes at this time.

The project designated as Forest Highway 30 extending 5 miles from Salmon to the Montana line is an important segment of U.S. Highway 93. This route serves farming, mining, and the livestock industries. There are also logging and forest service activities in the area. With proper reconstruction of the present roadway the route will become adequate for traffic and improve potential for economic growth throughout the area. Being on an access route from Missoula to Boise and points west, this highway undoubtedly will serve to stimulate development of tourist facilities including housing, food service, automobile service, and personal services for the health, welfare, and convenience of travelers.

The Banks-Lowman Forest Highway 24 when completed will support livestock traffic now estimated at 2,000 head annually, provide means for farm products transfer over the roadway, and decrease hazardous driving conditions which should contribute to increased tourist traffic in this area. Those benefited would be loggers, stockmen, farmers, and recreationists.

Another forest highway project in Elmore County is a 12-mile stretch of surfacing from Mountain Home to the Hill City highway. At a programed cost of \$500,000, State Highway 68 in the Boise and Sawtooth National Forests will open up a direct route to the Camas country, reducing to 50 miles a route that once required nearly 100 miles of road travel to reach.

The Lewiston Port District is the heart of an inland waterway that could make the area a transportation center with proper roads which would serve a region including Montana, Washington, and eastern Oregon, in addition to Idaho. This port area in Idaho has great potential as a center for bulk shipping of lumber and grain down the Columbia River to west coast seaports.

The impact on employment and the State economy in terms of more jobs, steady employment, and the potential for retaining skilled workers in the area throughout the year are among outstanding factors supporting the request for such improvement to Idaho's highway system. Expanded warehouse and storage facilities would produce job openings for warehousemen, office workers, sales people, maintenance, repair and service technicians; teamsters, longshoremen and handlers in related fields. Such activity would give rise to needs for various types of heavy and medium equipment operators to prepare storage places and to move the commodities within storage areas and at shipping points. There would even be a job potential here for able-bodied seamen to operate the inland waterway ships that navigate the course to the sea.

With the introduction of technological application to records and accounting systems, there would undoubtedly be created jobs in the field of data processing. In this part of Idaho alone, population growth resulting from Lewiston Port District activities would stimulate housing and office construction, development of shopping center complexes, and would give rise to related service occupations necessary to carry on commercial and industrial activities.

Improvement of State Highway 14, which is designated also as Forest Highway Route 18, is expected to have a great impact on both employment and the

State economy. This access road is in Idaho County, and the project is located between Elk City and Grangeville, gateway to America's largest primitive area and big game country. This improvement alone would greatly affect tourist business, recreational activities, industrial development, timber and lumbering operations, and Forest Service timber sales activities. In addition, this project would improve a means for transporting high school students from Elk City to Grangeville daily during the school year.

A connection between Mount Idaho and State Highway 14 functions with Forest Highway Route No. 17 as an important improvement by reason of lumber being transported from the Elk City area and processed on the Camas Prairie. This link would greatly expedite traffic, including tourist, recreational, and industrial, and would serve to reduce user costs.

Forest highways provide vital communication lines between portions of Idaho widely dispersed north and south by vast wilderness areas of National and State forest lands. There is a tendency for these separated portions to lose the unity of their State identity and to associate more closely with adjacent States. This condition in turn leads to an artificial barrier and affects State government administration efforts to maintain a unified, stabilized economy within its borders.

The importance of a convenient, dependable access highway to these areas becomes highly significant in reckoning with its relative impact on the State's economy. This fact has become evident with chronic shortages of boxcars in the Northwest affecting grain shipments and labor operations even to the extent of forcing plant shutdowns in north Idaho which create unemployment conditions in that area.

Another element that makes forest access roads important to State economy and relates to employment is a trend toward decentralization of lumber manufacturing plants and forest harvesting activities. Potlatch Forests, Inc., in Lewiston is one example of an Idaho firm that decentralizes its new plywood plant at Pierce nearer timberlands owned by the firm. The building of Dworshak Dam will create needs for a new means of distributing logs to the mill with closure of the North Fork of the Clearwater to Potlatch's annual river log drive.

Another example of this need for multiple-use roads in Idaho forests is found in the case of Boise Cascade Corp. logging operations. That firm recently reported that about 2,500 Idaho timber products employees may be out of work soon if the Federal Government does not build more access roads to potential logging sites. Some Idaho towns stand to lose their payrolls if the timber harvest is not adequately available for lack of multiple-use roads into Idaho forests, according to a Boise Cascade official. The resulting curtailment of job opportunities and outright layoffs of timber products workers could have a dire effect upon the Idaho economy, since lumber is one of five major producing industries in the State.

Let me pinpoint this problem even further by discussing the impact of good forest development and access roads on one of our sparsely populated counties. The county is Lemhi on the Idaho-Montana border. It is larger than the State of Connecticut, but has a population of less than 6,000 people. There is no railroad anywhere along its 100-mile length. There is a Y of primary road starting at the Montana line, splitting at Salmon, winding up more than 70 miles south of Salmon at the Custer County line. And for the most important point to be made here, about 90 percent of the land in the county is owned by the National Government. That's right, about 90 percent of Lemhi County is owned by the National Government, administered by the Forest Service or the Bureau of Land Management.

To ask that the forest roads in this county be properly constructed and maintained is not a petition of poverty. It is not a request for a handout. It is a simple statement of fact, that if the economy of the Salmon River area is to develop as it should in the areas of timber production, mining, livestock production and recreation—the only way it can be done is for the National Government to develop the areas it owns in the county.

We must admit that Lemhi County doesn't seem to have reacted to the national boom we hear so much about. But that's hardly the question here. The main question is, Can Lemhi County even continue with a normal economic growth if the National Government, the largest landowner in the county, and of course not a taxpayer, sits on its hands and does nothing about the development of its property? Lemhi County could have millions of dollars to spend on the develop-

ment of the county, but could do nothing about it because the lands involved are national lands, and only national agencies can build the roads and undertake the basic development that must be done.

This is not critical of the local offices of the agencies involved. They have done as well as can be expected with the funds with which they have been provided. But, it somehow seems much easier to get billions of dollars for the economic development of Ghana, Vietnam, Laos and so many more, than it is to obtain a few millions to get Lemhi County, and a few other similar areas inside the national boundaries, off the dead center at which many of them seem to have arrived.

In Lemhi County, for instance, there is no lack of desire to expand the timber industry, but unless the National Government does something about developing roads to make more timber available—the expansion isn't possible. There's no dearth of desire to develop a great tourist and recreational industry, but until more of the forest is made available to the more or less casual tourist, they're not going to come here.

There's no lack of interest in the vast deposits of mineral in the nearby mountains. But until they are accessible, they sit in mountain fastness.

The figures provided by the local forest industries are most interesting. They suggest the immediate construction of slightly more than 200 miles of new forest access roads, and the hard topping of another hundred miles of road already in existence. The suggested cost of this program would be slightly more than \$4 million. These funds are not likely to become available unless there is a substantial increase in appropriations for such roads.

But, these roads would open to the timber industry an area containing 424 million board feet of timber not now considered economically feasible for harvest. It would be possible to increase the allowable cut in the Salmon National Forest from 27.7 million board feet annually to 69 million board feet. It is estimated that this increase in allowable cut would provide an additional annual 418,000 man-hours of labor, which on the basis of average wages in the forest and at the mills, would amount to an increase of around a million dollars in payroll.

But that's only the beginning.

It is also pointed out that the annual loss and destruction of merchantable timber from overage, insect damage, and fire loss would probably be reduced by nearly \$2 million per year.

Such a new road system would open up another 159 miles of streams for easy access for fishermen.

The new road system would open up another 159 miles of streams for easy access for fishermen.

The new roads would make another 300,000 acres more easily available to hunters. It would provide access to 43 camp and picnic areas which could be developed. It would open up at least two sites particularly adaptable to resort development. It would open up an area near Salmon which has been suggested as an excellent ski development. It would provide a paved scenic loop route of approximately 65 miles which would be attractive to tourists. The report points out that the total tourist visits to the Salmon National Forest in 1965, approximately 250,000, were mainly concentrated on the paved sections of highway.

The road development would provide transportation routes to 15 known major ore deposits with estimated potential jobs for 1,050 men, with the possibility of many more in small mining operations which might start up as a result of the better transportation.

In cattle grazing, the additional and improved roads would improve the administration of areas allotted for 1,100 cattle.

And the new roads would improve the ability of the Forest Service to administer and protect the entire Salmon National Forest.

Lemhi County needs this kind of a job done in the area. And it's not an appeal for aid. It's simply an appeal to National Government to take a good look at its responsibility in the economic development of an area which can only occur as the owner of the land, and that is the Nation, undertakes to do its share. When that is done, at least some of the economy of the Salmon River area will be a long way on the road to the rapid rise that is evident in the rest of the Nation.

Lemhi County is not alone in its predicament. There are other counties in Idaho, and throughout the Rocky Mountain area, for that matter that await upon the National Government to assume its duties and maintain and construct adequate roadways in these forest areas.

Let me say in closing that it would be irony indeed if some of these counties should slump to the point where they might qualify for the rather generous provisions of the poverty program when a modest amount of expenditure on forest highway and access roads would assure them a vigorous and growing economy.

STATE OF IDAHO DEPARTMENT OF HIGHWAYS,
Boise, Idaho, April 15, 1966.

HON. ROBERT E. SMYLLIE,
*Governor of Idaho,
State Capitol Building,
Boise, Idaho.*

DEAR GOVERNOR SMYLLIE: The Federal-Aid Highway Act of 1966 is now pending before the Congress. This bill would authorize appropriations for the fiscal years of 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Section 5 of this bill, among other things, refers to authorizations for "Forest highways on the Federal-aid highway systems"; "Public lands highways on the Federal-aid highway systems"; and, "Forest development roads and trails."

For the past 4 years the Western Association of State Highway Officials, comprised of the 11 Western States, Texas, Alaska, and Hawaii, has consistently taken the position that Federal-aid funding for "Forest highways" and "Public lands highways" must be substantially increased if the full utilization and development of our western resources is to be achieved. At its most recent meeting in Santa Fe, N. Mex., in June 1965, the WASHO group of States again urged that Federal-aid funding for these classes of highways be substantially increased.

It is with sincere regret, therefore, to note that the proposed Federal-Aid Highway Act of 1966 makes no provision for any increase in Federal-aid funds to any of the three classes of highways mentioned except for that to "forest development roads and trails * * * for the fiscal year ending June 30, 1969." Here an increase from \$85 million to \$110 million has been requested.

It is further noted with deep concern that the Federal-Aid Highway Act of 1966 proposes to finance "Forest highways" and "Public lands highways" from the highway trust fund. This fund will not currently fully support the several Federal-aid highway programs for which it was established.

We again submit that Federal-aid funding for the three classes of highways mentioned above is wholly inadequate; that the development of these extremely important highways has not kept pace with the rate of development on other systems; that substantial increase in Federal-aid financing for these three systems is urgently needed; and that all funding for these three classes of highways must come from sources other than the highway trust fund unless the Congress finds that additional moneys can be made available to the highway trust fund from other sources.

In support of an accelerated forest highway and public lands highway program, I should like to offer some additional comment to illustrate the importance of these highways to the western economy and our Nation as a whole:

1. Forest and public lands highways are sound investments:

The potential value of public lands to the economies of the Nation and of the Western States has long been recognized. Although this potential value is great, it has not been realized. Lack of adequate highway systems to serve these lands has greatly restricted the full utilization and development of our western resources with resultant losses to our Federal, State and local treasuries.

Case studies of Federal lands served by improved forest highways confirm that monetary returns to the Federal Government alone are far greater than the funds expended to construct good highway systems through those areas. Improved roads mean higher timberland values. Log hauling is more economical, sustained yields are easier to maintain and increased competition is obtained.

The tremendous waste of our natural resources, which is occurring each year, should not be continued. Improved access to the remote areas of the West would facilitate forest and range fire prevention. Better protection of our timberlands from disease and insects also is essential. Efficient forest management of remote overmature or disease-ridden timber stands cannot be accomplished without an adequate forest highway system.

2. Forest and public lands highways serve many functions:

Many of our western public lands activities have common need for a system of multipurpose highways. Mining exploration and development of sparsely settled areas is vital to our national defense and economic health. The livestock industry of the West is vitally concerned with the transport of animals between the sparsely settled public domain and rapidly growing metropolitan areas. Recreational travel is keyed to public lands which abound in mountain forests, lakes, streams and vistas of unexcelled beauty. The forest and public lands highways systems must be expanded to provide access to these many varied attractions.

3. Current financing is insufficient:

A recently completed forest highway needs study for Idaho shows that by 1985, 970 miles of existing forest highways will need to be reconstructed at an estimated cost of \$112 million. Available finances will pay for only 53 percent of these needed improvements.

In addition, the forest and public lands highway systems need to be extended to maximize the value of our public lands. An estimated \$213 million would be required to improve the 1,990 miles of proposed additions to forest highways and proposed scenic roads within or adjacent to national forests. This essential system expansion is not currently financed to any extent.

The accelerated program of public lands highways must also extend to the national system of forest development roads and trails. Forest highways are tied to forest development roads as the tree is tied to its branches. Both systems are vital to the multiple-use concept. Both systems are mutually dependent as integral components of the national transportation network.

Recognizing that the highway trust fund is being stretched to its limit by increasing Interstate Highway costs; the rapidly growing ABC System needs, the current beautification effort; and the proposed safety programs; it would appear that some other revenue source should be used to finance the development of highways in public lands. The initial costs of accelerating development of public lands will surely be offset by steadily increasing revenues from increased timber and range values.

4. Progressive highway programs have wide support:

The people of Idaho and the West have a vital interest in supporting an expanded program to improve those highways which serve public lands, especially those systems which carry the greatest volume of products and people.

As previously stated, the Western Association of State Highway Officials at their 1965 meeting in Santa Fe, N. Mex., expressed the pressing need for more forest highway and public lands highway funds by adopting two resolutions requesting that Congress increase these funds. Copies of these resolutions are attached.

The Idaho Department of Highways and the Idaho Board of Highway Directors join with the 13 other Western States in strongly recommending an increase in the authorization and apportionments for forest and public lands highways. We earnestly solicit your vigorous support in this matter and will welcome any opportunity to furnish additional information or clarification you may desire.

Respectfully yours,

E. L. MATHES, P.E.,
State Highway Engineer.

IDAHO STATE CHAMBER OF COMMERCE,
Boise, Idaho, April 15, 1966.

HON. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Roads, Public Works Committee,
Rayburn House Office Building, Washington, D.C.*

DEAR CONGRESSMAN KLUCZYNSKI: The Idaho State Chamber of Commerce is privileged to join in this statewide appeal to your subcommittee, urging favorable consideration of legislation to provide necessary financing for development and extension of primary, forest management roads.

Evidence of this pressing need is demonstrated by the unanimity of opinion expressed by virtually every major economic interest affected by resource utilization and development in Idaho.

The full Idaho congressional delegation, our Governor, public and private agencies and organizations, commerce and industry, agriculture, organized labor, recreation and many other interests have joined in this united plea for action.

The Idaho State chamber is confident that specific information will be presented to your subcommittee by the various resource users involved. However, this organization wishes to submit the following excerpts from "A Study of the Lumber Industry in Idaho, Part I," prepared by the State Occupational Research Unit, University of Idaho, under contract with the U.S. Department of Health, Education and Welfare.

"The lumber industry is an important primary sector of the Idaho economy. The northern part of the State, especially, depends on lumbering for an important part of its livelihood. Statewide, employment in lumbering (including paper and pulp, and veneer and plywood) averages some 4.5 to 5 percent of the civilian labor force. Lumbering employment in the 10 northern counties, however, averages some 15 to 20 percent of the civilian labor force—more than 30 percent in some areas."

The study notes also that a critical factor in sustaining expansion of the forest products industry—and employment—is availability of sawtimber. According to the study, "Idaho lumbering could be expanded more rapidly if some of the presently inaccessible timber could be reached."

The forest products industry ranks among the major industries in Idaho, including minerals production, agriculture, recreation and food processing. It is apparent that most of this economic base is directly concerned with orderly, multiple-purpose resource management that includes adequate forest management roads.

Respectfully,

HUGH A. WILSON, *Secretary.*

IDAHO STATE AFL-CIO,
Boise, Idaho, April 8, 1966.

HON. ROBERT E. SMYLIE,
Governor, State of Idaho,
State House, Boise, Idaho.

DEAR GOVERNOR SMYLIE: I would like to take this opportunity to express to you my further feelings on the Idaho Natural Resources Committee.

This is a very broad-based committee, with representatives of mining, lumbering, cattlemen's and sheepmen's associations, sportsmen, labor, and the general public. Several meetings of the committee have discussed the need for access roads into our mountainous areas, and the consensus has been that it is probably necessary that additional appropriations be obtained from Congress to assist construction.

I was appointed on a subcommittee from this group to make a further study. This subcommittee drafted a resolution urging we request special appropriations to develop access roads in Idaho.

It is my personal view as a labor representative that these roads are greatly needed to harvest overage timber in many of these areas, as well as fire protection and to utilize grazing by cattlemen and sheepmen, and provide better access for sportsmen. Also, the building of the roads would create needed jobs in the State, and the development of timber and natural resources would create permanent jobs which we badly need to stimulate the economy of Idaho.

If I can be of further assistance in this matter, please let me know.

Sincerely yours,

DARRELL H. DORMAN, *President.*

BOGUS BASIN RECREATIONAL ASSOCIATION, INC.,
Boise, Idaho, April 12, 1966.

Congressman FALLON,
Chairman, House Public Works Committee,
Washington, D.C.

DEAR CONGRESSMAN FALLON: It has been my observation that the State of Idaho is encouraging the increased expenditure of Federal funds for use in improving this State's forest roads and highway system. This improvement can

benefit the people of this State and the population of the entire country in many ways, not the least of which is increased recreational use of national forests within the State's boundaries.

I would like to use the Bogus Basin Ski Area as a prime example to point out the benefits the public receives from the expenditure of Federal funds on roads and highways.

This ski area lies just 16 miles from Idaho's capital city of Boise and is situated partially on State land but primarily on land administered by the Boise National Forest. The area was initially made accessible by the construction of a road from Boise as a WPA project in 1938. By 1960, the area had reached its maximum usage due to the inadequacy of the road. At that time the Forest Service undertook a project to widen and pave the portion of the road within the boundaries of the Boise National Forest (8 miles) with the understanding that Ada County would do likewise on the lower portion which was done with the aid of Federal matching funds.

The growth of the area from that point has been somewhat phenomenal and to the degree that it was found necessary last summer to develop a mountain adjacent to the existing area for additional ski slopes. This was made possible by the construction of a 2½-mile road extension which was undertaken by the Boise National Forest at a cost of slightly over \$100,000.

The Bogus Basin Recreational Association, an Idaho nonprofit corporation, has invested over \$750,000 of private capital in the area. Investment by utility companies, two television stations for transmitters and numerous private radio installations would far exceed our investment.

Bogus Basin today has grown from a local-use area to one of the major ski resorts in the West with high usage from people throughout the West. This was made possible by a positive program of road improvement and construction which has resulted in the considerable investment of private capital to provide excellent recreational usage of national forest land. The importance of winter recreation can be exemplified by the fact that the usage of the Bogus Basin Ski Area accounts for 15 percent of the total recreational use (summer and winter) of the entire Boise National Forest.

I feel confident that this story of success can certainly repeat itself throughout the country. It is obvious that recreation is going to play a more and more important part in the development of our society as the country continues to prosper. Winter sports by comparison to its potential is a relatively undeveloped industry. Road improvement and construction is a key to this development.

It appears to me that private capital will certainly help to accomplish the recreational aims of the Government if an intensified program of road improvement and construction is undertaken through the increased expenditure of Federal funds for forest roads, highways, and adjacent parking facilities.

Sincerely,

EARL CHANDLER, *President.*

RESOLUTION

Whereas vast areas of our national forest lands in the West are virtually unused and unprotected due to the continuing lack of convenient and economic access; and

Whereas this deficiency not only prevents the effective management and utilization of the many material resources of the lands such as timber, forage, fish and wildlife and impedes their protection against the ravages of disease, pests, fires and floods, but also precludes recreational travel and the benefits of superlative outdoor recreational pursuits including hunting, fishing, camping, etc., on some of the most beautiful lands in the Nation; and

Whereas the traditional procedure of requiring the resource user to provide road access under timber sale contracts or otherwise, is no longer adequate or suitable for the type high-quality, primary road that is needed for multiple-use management; and

Whereas this type of primary access road would not only constitute a vital link in the major highway systems of the United States, now on an accelerated rate of construction, but would also open up tremendous areas for more efficient

resource management and utilization for the benefit of all the people of the Nation: Now, therefore, be it

Resolved, That the Idaho Conference on Resource Conservation and Outdoor Recreation recommends that the Congress of the United States enact with all deliberate speed the necessary legislation to authorize the financing of primary, forest management roads from the general funds of the U.S. Treasury and to provide an appropriation commensurate with the urgency of the demonstrated needs.

We further recommend that the U.S. Forest Service be authorized and directed by this legislation to designate the location, prepare the plans and set the specifications for these forest management roads and be required to give adequate notice and hold hearings on such plans and specifications in the areas or localities directly affected.

COUNCIL CHAMBER OF COMMERCE

RESOLUTION

Whereas this chamber feels that better access roads to public lands are needed for recreation purposes, disease control, and fire protection as well as for timber sales; and

Whereas the present policy of the forest places a large burden upon the timber purchasers; and

Whereas local counties are penalized in the computation of county funds and county benefits from the sales: Therefore be it

Resolved, That this chamber go on record as favoring a revision of the Forest Service policy concerning public land access roads, that such roads be built separate from the timber harvest contract.

The Idaho Fish and Game Commission expressed themselves as being in favor in principle of increased appropriations for Federal trunkline forest road construction. Their support, they explained, was based on the premise that the additional moneys would allow the building of higher standard roads which would provide adequate safeguards for streamside protection and erosion control.

Commission Chairman Ray J. Holmes, Twin Falls, also said, "We, of course, are also concerned about the location of some roads and would expect to have the opportunity to discuss and evaluate proposed construction at an early date while they are still in the planning stage."

Quality roads would be of wildlife benefit in some areas; however, there are certain places where we feel that new or additional roads would be a detriment.

RESOLUTION—FOREST ACCESS ROADS

Whereas there is current movement for extra Federal appropriations for construction of forest access main systems roads, and there may be some desirable in the public interest, and

Whereas this movement appears to be so timber sales could be conducted without timber buyers bearing costs of access road construction, which could upgrade the standards of forest roads in the public interest, and particularly some existing roads, and

Whereas such access roads should be carefully planned with view to protection of the quality of the forests, with recognition that best public interest by not roading selected forest valleys where some major streams flow without roadside access which results in retention of quality: Now, therefore, be it

Resolved by the Idaho Wildlife Federation in annual convention at Coeur d'Alene, Idaho on March 27, 1966, That policies of forest road construction recognize the qualities resulting from not roading all forest valleys where larger streams flow, and that access roads be carefully planned to best serve the public interest, and be of high construction standards; and be it further

Resolved, That the other agencies concerned in public resource management, such as the fish and game, water pollution control, soil conservation agencies be included in the planning for forest access roads to be built and improved by public funds or the public lands for the public benefit.

RESOLUTION

Passed November 17, 1964, at Joint Meeting, North Idaho and Southern Idaho Forestry Associations at McCall, Idaho

(Discussed and Reaffirmed on November 12, 1965, at North Idaho Forestry Association Meeting at Moscow, Idaho)

Mr. Burton Schmidt of the North Idaho Forestry Association presented the following resolution:

"RESOLUTION

"Whereas a transportation system is a catalyst to land management, and

"Whereas the lack of an adequate transportation system is the greatest deterrent to full multiple-use management in Idaho, and

"Whereas it will take 100 years to complete an adequate transportation system in Idaho at the present rate of construction: Now, therefore, be it

Resolved, That the North Idaho Forestry Association and the Southern Idaho Forestry Association be on record to urge the immediate adoption of all reasonable and prudent measures to remedy the deficiency."

Mr. George Rauch moved for adoption of the resolution, was seconded by Mr. Max Stoddard and approved unanimously.

RESOLUTION PASSED MARCH 19, 1965, BY THE NORTH IDAHO FORESTRY ASSOCIATION AT ITS ANNUAL MEMBERSHIP MEETING IN SPOKANE, WASH.

(Discussed and reaffirmed November 12, 1965, at the North Idaho Forestry Association Meeting in Moscow, Idaho)

Whereas Northern Idaho is faced with an increasingly serious forest pest situation which is part of a larger problem covering the entire intermountain region. Billions of board feet of mature and immature timber are threatened. Total annual mortality from all causes was estimated to average 2.8 billion board feet in the northern Rocky Mountain region in 1962, according to the latest U.S. Forest Service report. "Timber Trends in the United States." Because only a small amount of the dead timber can be salvaged economically, the mortality represents loss of enough lumber to build 280,000 five-room houses annually. The value of the lost stumpage alone is conservatively estimated at \$10 million each year.

While fire still kills 75 million board feet of sawtimber annually in the northern Rocky Mountain region, it now ranks far below other destructive agencies, due to greatly improved fire prevention and control methods and equipment. This remarkable advance has resulted from aggressive, continuous research combined with development and application by dedicated forest protective agencies.

Combined losses from insects and disease averaged 1.9 billion board feet of sawtimber annually as of 1962 in the northern Rocky Mountain region; this is 25 times the loss from fire, whereas nationwide losses from insects and disease exceed fire losses by only 7 times. These statistics indicate the relative seriousness of insect and disease pests in the northern Rocky Mountain region.

Nearly every tree species is under attack by one or more destructive pests during all stages of tree life. Insects, disease and animals destroy and damage seed-producing cones, seed fallen to the ground, newly sprouted seedlings, sapling and pole size trees, and mature sawtimber.

The most destructive pests at the present time are defoliators and bark beetles. Defoliators include the tussock moth in Douglas fir and grand fir, budworm in the same species plus spruce, and the larch casebearer in western larch. Bark beetles are causing heavy losses of merchantable sawtimber in ponderosa pine, lodgepole pine, Douglas fir, grand fir, and Englemann spruce. A combination of bark beetles and blister rust fungus is currently causing several million dollars annual loss in merchantable white pine, the region's most valuable timber species.

Root rots are causing much mortality in all tree species. Other fungi cause severe growth reduction and volume loss without actually killing the trees.

Animals such as rabbits, porcupines, and bear also damage or kill large numbers of young trees.

The total effect of all these problems threatens the economic stability of the forest-products-based industries in the Intermountain area. In addition, values other than direct loss of the timber resources are affected, e.g., large accumulations of dead timber create a severe fire hazard and detract from aesthetic and recreational values.

Accelerated research programs are urgently needed to develop more practical and effective ways of combating these pests. Control measures must be found which are economical and still safe with respect to humans, wildlife, fish and domestic animals. Much more detailed information is needed on insect and disease life cycles and behavior, so new techniques of chemical and biological control can be applied more effectively.

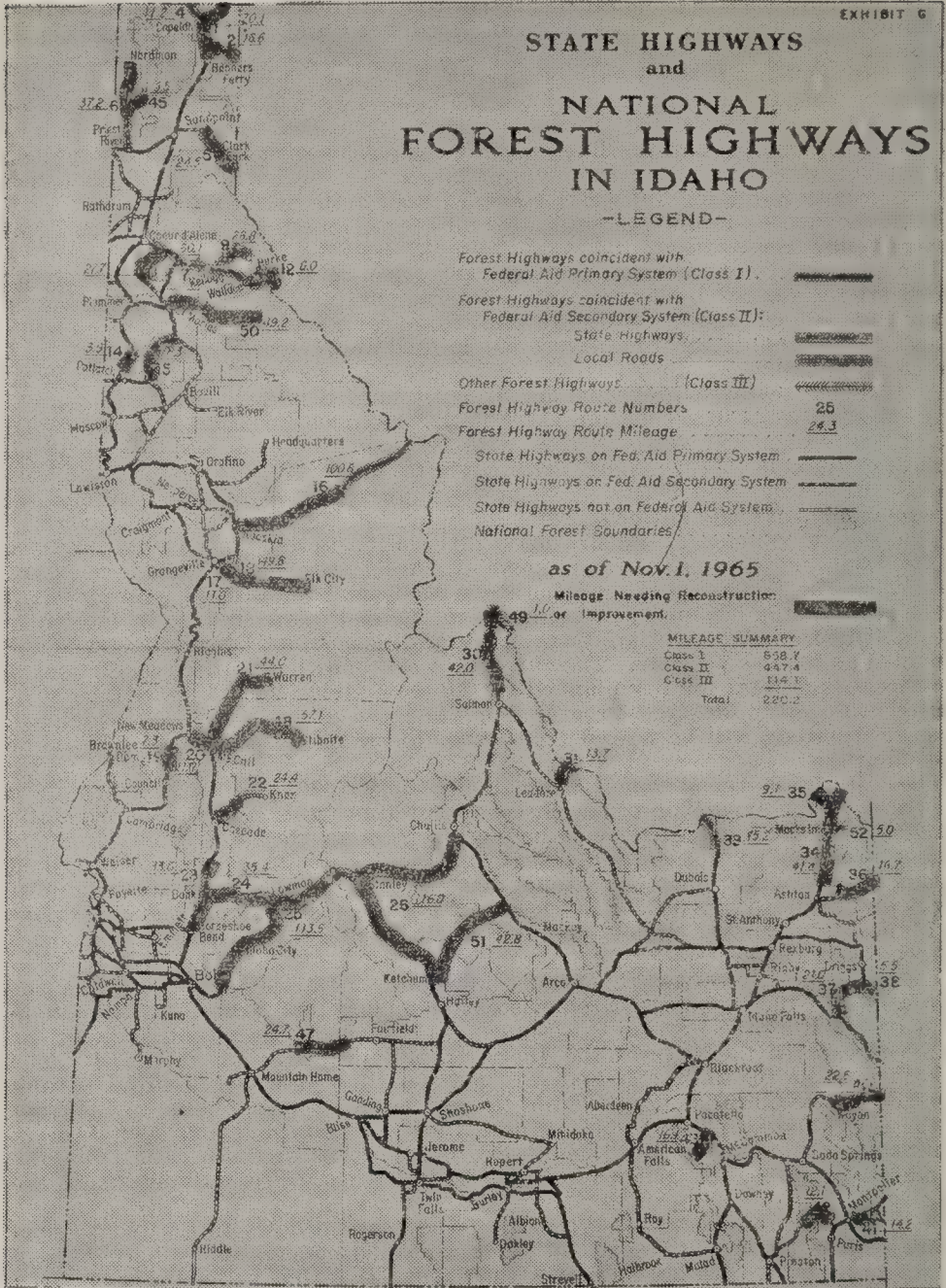
The Forestry Sciences Laboratory of the U.S. Forest Service at Moscow, Idaho, is the most logical and economical place to provide for the accelerated research. The first stage of the laboratory was completed in 1963. However, all space is now fully occupied; therefore, if the needed research is to be efficiently accomplished, additional building space and specialized facilities must be provided as soon as possible. The current needed addition is the second stage of the three-stage total facility planned for Moscow under the Forest Service's "A National Forestry Reserعه Program." When the second stage is completed, several scientists will be moved from other locations to Moscow to utilize the new facilities.

The cost of this second stage is estimated to be \$560,000. An additional \$150,000 is necessary for expansion of the insect research program which was originally scheduled for the third phase, but which is essential now because of the extremely urgent problems of insects and disease, particularly that of bark beetles and blister rust in white pine. No money has yet been appropriated to the Forest Service's budget to provide for this second stage of construction. The University of Idaho has furnished ample land for all three phases, and adequate utilities are readily available.

Therefore, be it resolved, the North Idaho Forestry Association recognizes the seriousness of the forest pest problems outlined above and urges that immediate steps be taken by the Federal Government to implement the second stage of the planned research facilities at the Moscow Forestry Sciences Laboratory. The association believes the use of Federal funds for these research facilities is fully justified by the fact that 72 percent of the commercial forest land and 73 percent of the sawtimber volume in the northern Rocky Mountain region is in Federal ownership. Thus, while all landowners will receive direct benefit from the increased research, the general public will receive the greatest benefit in the long run.

Be it further resolved, the secretary of the association is instructed to send copies of this resolution to each of Idaho's elected congressional delegation in Washington, D.C., with letters respectfully requesting that full support be given to the appropriations necessary for financing the planned research facilities at Moscow.

GEORGE W. BEARDMORE,
Secretary.



STATE OF IDAHO DEPARTMENT OF HIGHWAYS,
Boise, Idaho, January 7, 1966.

Mr. ROBERT B. McCALL,
Assistant to the Governor,
Capitol Building,
Boise, Idaho.

DEAR MR. McCALL: At the request of Mr. Theodore Hoff, Jr., we have attached two copies each of the following:

1. The June 1965, resolution of the Western Association of State Highway Officials requesting an increase in forest highway funds.
2. The June 1965, resolution of the same association requesting an increase in public lands highway funds.

Also attached are two copies of a map showing the designated national forest highway system in Idaho.

We will be pleased to furnish additional copies of these papers as you may desire, along with any other pertinent information at our disposal.

Yours truly,

R. B. CHRISTENSEN, P.E.,
Assistant State Highway Engineer (Engineering).

WESTERN ASSOCIATION OF STATE HIGHWAY OFFICIALS,
Sacramento, Calif., June 18, 1965.

(Copies sent to the chairmen and all members of the House Subcommittee on Roads, the Senate Subcommittee on Public Roads, the chief administrative officers of the WASHO States, BPR regional and division engineers, American Association of State Highway Officials, and presidents of Regional Associations of Highway Officials.)

The Western Association of State Highway Officials at its annual meeting in Santa Fe, N. Mex., June 14-17, 1965, discussed the forest highway program, the public lands highway program, the House Resolutions 8487, 8493, 8489, and 8491. As a result of these discussions, Resolution No. 1 through 5 were passed, copies of which are attached for your information.

Resolution No. 1 requests the authorization and appropriation for forest highways to be increased to \$85 million beginning the fiscal year 1967.

Resolution No. 2 requests the increase in public lands highway appropriation for fiscal year 1967 to \$30 million.

Resolution No. 3 supports the objectives of H.R. 8487 for construction of scenic roads and roads leading to recreational or scenic areas, believing, however, that funds should be secured from other than existing Federal-aid secondary funds.

Resolution No. 4 concerns H.R. 8493. The association supports the objectives of landscaping and scenic enhancement, but requests that the cost should be borne by other than highway trust funds and that failure to utilize such funds should not jeopardize Federal-aid apportionments.

Resolution No. 5 concerns H.R. 8489, outdoor advertising, and H.R. 8491, concerning outdoor junkyards. The association supports the objectives of the bills, but is opposed to the use of and restriction on highway trust funds for elimination of undesirable roadside uses not created by the highway user.

If there is any further data or support information that you wish concerning these resolutions, please feel free to call upon the association.

Sincerely,

GEORGE LANGSNER,
Secretary-Treasurer.

RESOLUTION NO. 1

Whereas forest highways promote utilization of resources on the national forests and provide recreational enjoyment for people from all the States; and

Whereas highway construction in the United States has been accelerated by increased appropriations for interstate and ABC funds; and

Whereas forest highways are integral links in principal highway systems of the United States; and

Whereas the President of the United States and the National Congress have indicated an urgent need for more consideration of the beauty and scenic values of national road and highway systems; and

Whereas demands of additional elements in road construction in the form of scenic and recreational requirements will raise the cost of construction; and

Whereas the rate of construction of forest highway sections of these extremely important routes has not kept pace with a rate of development commensurate with other sections at the route: Now, therefore be it

Resolved, That the Western Association of State Highway Officials in conference assembled at Santa Fe, N. Mex., June 15, 1965, urgently requests the Congress of the United States to increase the authorization and annual appropriations for forest highways from the present level of \$33 million to the amount of \$85 million beginning with fiscal year 1967.

RESOLUTION NO. 2

Whereas public lands highways are an integral part of principal highway systems of the United States and are of particular value for recreational travel and resource utilization for people from all of the States; and

Whereas the \$7 million currently authorized for the fiscal year 1966 is far short of the funds needed for improvements through public lands at a level commensurate with regular A-B-C, and interstate appropriations; and

Whereas construction work on the public lands highway system has for many years lagged seriously behind urgent needs; and

Whereas the President of the United States and the National Congress have indicated an urgent need for more consideration of the beauty and scenic value of national road and highway systems; and

Whereas public lands highways pass through the most naturally beautiful lands in our Nation: Now, therefore, be it

Resolved, That the Western Association of State Highway Officials, in conference assembled at Santa Fe, N. Mex., June 15, 1965, urgently requests the Congress of the United States to increase the public lands highway authorization and appropriations for fiscal year 1967 to \$30 million and maintain that level of appropriation until substantial completion of these highways is attained.

[Senate Journal, Feb. 17]

SENATE JOINT MEMORIAL NO. 1

(By State Affairs Committee)

A JOINT MEMORIAL

To the Honorable Senate and House of Representatives of the United States in Congress assembled:

We, your memorialists, the Legislature of the State of Idaho, respectfully represent that:

Whereas the lack of an adequate transportation system is the greatest deterrent to the full use of the natural resources in the national forests in the State of Idaho; and

Whereas under the present rate of road construction, it will take 100 years to complete an adequate national forest conservation road transportation system: Now, therefore, be it

Resolved by the 2d extraordinary session of the 38th session of the Legislature of the State of Idaho now in session (the Senate and House of Representatives concurring), That we most respectfully urge the Congress of the United States of America to proceed at the earliest possible date to enact the necessary legislation to authorize the financing of primary national forest conservation roads from the general funds of the U.S. Treasury and to provide an appropriation commensurate with the urgency of the demonstrated need; be it further

Resolved, That the secretary of state of the State of Idaho be, and he hereby is, authorized and directed to forward certified copies of this memorial to the President and Vice President of the United States, the Speaker of the House of Representatives of the Congress, and to the Senators and Representatives representing this State in the Congress of the United States.

[Legislature of the State of Idaho, 38th sess., in the House of Representatives]

HOUSE JOINT MEMORIAL NO. 1

(By Resources and Conservation Committee)

A JOINT MEMORIAL

To the Honorable Senate and House of Representatives of the United States in Congress assembled:

We, your memorialists, the Legislature of the State of Idaho, respectfully represent that:

Whereas an adequate transportation system is necessary in the proper harvest and use of our natural resources ; and

Whereas the lack of an adequate transportation system is the greatest deterrent to the full use of our natural resources in the State of Idaho ; and

Whereas under the present rate of road construction, it will take 100 years to complete an adequate forest highway transportation system : Now, therefore, be it

Resolved, by the 38th session of the Legislature of the State of Idaho, now in session (the Senate and House of Representatives concurring), That we most respectfully urge the Congress of the United States of America, to proceed at the earliest possible date to enact legislation requiring all Government agencies involved to make sufficient funds available to expedite completion of an adequate transportation system on the main roads of national forests and public domain ; be it further

Resolved, That the secretary of state of the State of Idaho be, and he hereby is, authorized and directed to forward certified copies of this memorial to the President and Vice President of the United States, the Speaker of the House of Representatives of the Congress, and to the Senators and Representatives representing this State in the Congress of the United States.

This house joint memorial passed the house on the 15th day of January 1965.

PETER T. CENARRUSA,
Speaker of the House of Representatives.

This house joint memorial passed the senate on the 18th day of January 1965.

JACK M. MURPHY,
President of the Senate.

I hereby certify that the within Joint Memorial No. 1 originated in the house of representatives during the 38th session of the Legislature of the State of Idaho.

DRYDEN M. HILER,
Chief Clerk of the House of Representatives.

Mr. KLUCZYNSKI. The next witnesses will be the American Association of State Highways Officials, AASHO.

We are honored to have you present.

We also have with us our very good friend of long, long standing, Mr. Alfred Johnson.

The Chair recognizes the Chairman of the full committee.

The CHAIRMAN. Thank you, Mr. Chairman.

Mr. Kluczynski, I appreciate your inviting me here this morning, not being a member of the subcommittee. But this is the only opportunity I get to meet the witnesses. When I am presiding, it is always on a report from the committee and we have no witnesses. I certainly did not want to pass up the opportunity of visiting here this morning and meeting with the people who have been our great supporters over the many years, State highway officials, people who have done a magnificent job with the program that the Congress passed.

I just want to take this opportunity to tell you how glad I am to see you and, on behalf of the full committee, welcome you here, and congratulate you for the magnificent job you are doing with this program.

STATEMENT OF CHARLES E. SHUMATE, PRESIDENT, AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS; ACCOMPANIED BY ALFRED E. JOHNSON, EXECUTIVE SECRETARY

Mr. SHUMATE. Thank you.

Mr. KLUCZYNSKI. Chairman Fallon, I invited you because you are the father of the Interstate Highway System, and also Chairman of

the full committee. If I did not introduce you, I would be in bad shape. [Laughter.]

Mr. KLUCZYNSKI. Go ahead, Mr. Shumate. Get it off your chest. [Laughter.]

Mr. SHUMATE. Mr. Chairman and members of the committee, I am Charles E. Shumate, president of the American Association of State Highway Officials, and chief engineer of the Colorado Department of Highways.

On my right is our very capable and very efficient executive secretary, Mr. Alf Johnson, who was also highway administrator before assuming his present position.

As president of the association, I have the honor of appearing before you as a representative of the State highway departments, and I am accompanied here today by 47 of the 50 chief administrative officers of the State highway departments of our country.

We appreciate the opportunity of appearing before you and to express our views on H.R. 14359, referred to as the Federal-Aid Highway Act of 1966.

We shall address our remarks to the subject matter in the order that it is contained in the bill, section 2 being the first one, "Revision of authorization of apportionments for the Interstate System."

Section 2 would reschedule Interstate System authorizations for the 1968 and subsequent fiscal years to make a total of \$42 billion in authorizations for the Interstate System program.

We note that an additional year authorization is included beyond existing legislation, that being the one for 1972 fiscal year.

We also note that the level of authorizations have been increased to include proposed revenues to be derived from increases in diesel fuel taxes and motortruck gross weight taxes, and an extension in the life of the Highway Trust Fund for a 5-month period that would end in February 1973.

This, in effect, postpones the presently scheduled completion of the Interstate program from October 1972 to February 1973, which would, in effect, extend the actual completion into or through the following construction season of that year.

We note that the total of the revised Interstate authorizations would finance only the \$5 billion deficit in Federal funds, as reflected in the 1965 Interstate cost estimate.

In our opinion, the schedule of authorizations is not sufficient to complete the program, as there are other costs that are involved.

It is rather important to the State highway departments that we put into final focus the probable completion date of the Interstate program, based on the best information that we have as to probable final cost, and the Federal funds that will be made available.

The State highway departments must start planning and scheduling their workloads, skilled personnel assignments, State funds, and the like, in order that we will continue an orderly highway improvement program that the public need requires.

We have no particular objection to the revision of subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as it appears in the bill, but we do bring up the fact that it will have to be revised again to complete the program.

You may wish to do this at some subsequent time, when better information might be available as to the final cost.

You will recall that our association last year introduced into the record of this committee testimony that highway construction costs are rising and that it would represent a rather significant amount between now and the completion of the program.

We believe that we were the only ones to bring this matter to your attention, and we believe now that it is rather evident to everyone that we will have increasing costs. In our opinion, it is a little over \$3 billion, based on present trends.

The 1965 cost estimate, as you remember, was based on 1963 contract prices, and there is evidence at this time that costs have been going up at an approximate rate of 2½ percent per year.

Added emphasis on community value and esthetic features, involving rather substantial amounts of money, must be considered, especially in urban areas. We refer to items that will be financed from construction funds and not beautification moneys. A survey of the State highway departments indicates this item could total almost \$1 billion.

Section 3, "Approval of the 1965 Interstate cost estimate": Last year, the Congress approved the 1965 Interstate cost estimate for the apportioning of the 1967 fiscal year Interstate funds only. Some additional congressional action is necessary before the 1968 and 1969 fiscal years' apportionments can be made to the several State highway departments.

We recommend that this committee accept that estimate as the basis for making the next two apportionments of Interstate funds.

The primary purpose of the periodic estimates, called for in the Interstate program legislation, is for making an apportionment of funds between the several States for financing the program on the basis of needs.

The 1965 cost estimate is a good and completely adequate estimate for that purpose. It is the best Interstate estimate that we have made to date.

Section 4, "Extension of time for the completion of the Interstate System": We have already covered this subject in our comments on section 2 of the bill.

Section 5, "Authorizations for the ABC program and roads through the Federal domain": A long-time official policy of the American Association of State Highway Officials is in agreement with the draft legislation as it concerns the total amount authorized for the ABC programs for the 1968 and 1969 fiscal years, that being \$1 billion per year.

Our policy also endorses the percentage division of those funds between the Federal-aid primary system, Federal-aid secondary system, and for projects on the extensions of those two systems in urban areas.

Regarding the proposal of the legislation to finance the forest highways and public land highways out of the Highway Trust Fund, our policy has always been opposed to such a move.

We endorse the biennial pattern of ABC authorizations, and congressional action is a prerequisite for the State highway departments receiving the next ABC apportionment.

Section 6, "Highway beautification": we note that the bill would make certain alterations to the Highway Beautification Act of 1965,

which prohibited the use of Highway Trust Funds for the fiscal years 1966 and 1967, in carrying out the provisions of sections 131, 136, and 319(b), of title 23, United States Code, Highways, relating to the control of outdoor advertising and junkyards, and for the promotion of landscape and scenic enhancement.

It is our understanding that the change proposed in the bill is based on an administration proposal to transfer an amount equal to the revenue received from a 1-percent automobile excise tax to a special account in the Highway Trust Fund for financing the highway beautification program and the proposed traffic safety program, with a provision that any deficit incurred would be appropriated from the general fund.

Both the beautification and proposed traffic safety programs are highly meritorious programs and we endorse their objectives completely. We think, however, that your committee should give some consideration to how these programs might be financed in case the Congress might not add the proposed additional revenues to the Trust Fund. We would hope that it would not result in additional calls being made on the Highway Trust Fund construction moneys. You may wish to give consideration to this matter in reporting out your bill.

We do heartily endorse the proposition of contract authority being applied to beautification funds, inasmuch as the beautification program involves the development of programs and the arranging for State matching money. The contractual obligation feature is essential if the program is to be successful and maximum use is to be made of the available funds.

Section 7, "Emergency relief": We have no comment on this part of the bill except that appropriations for emergency relief, for the repair or construction of highways on the Federal-aid systems, would appear to be an appropriate call against the Highway Trust Fund, and the amount authorized and appropriated should be adequate for the purpose of repairing serious damage resulting from a serious natural disaster or other catastrophes. We believe that such aid expended to roads not on the Federal-aid systems should properly come from the general fund.

We wish to thank you for the privilege of appearing before your committee. As you well know, there is no group as interested or affected as much by Federal-aid highway legislation as are the several State highway departments, who have the task of carrying out the program and making it work.

We point with pride of accomplishment at the world's finest highway system, that has resulted from our 50-year-old highway building Federal-State cooperative partnership. That partnership involves the Congress of the United States, the Bureau of Public Roads, and all of the State highway departments.

We hope the Congress, in its good judgment, will see fit to pass the Federal Aid Highway Act of 1966 at an early date, so the 1968 ABC and Interstate apportionments may be made shortly after the beginning of this coming fiscal year.

The average rate of obligation of funds by the State highway departments as of April 1, 1966, was 6 percent of the 1967 fiscal year funds for the ABC program, with 29 States using 1967 funds; and

24 percent of the 1967 fiscal year funds for Interstate, with 38 States using their 1967 funds.

The reimbursement planning third quarter allotments, due April 1, were delayed for some reason, but we understand that within the last few days, a release has been made to those States who are in a critical position insofar as contract authorizations are concerned.

The available funds and not the capacity of the State highway departments, or, I might add, the construction industry, have been the control over the highway building progress.

Thank you, Mr. Chairman.

Mr. KLUCZYNSKI. That completes your statement, Mr. Shumate. The Chair recognizes the counsel of the committee.

Mr. SULLIVAN. I notice, on page 2 of your statement, you say:

The 1965 cost estimate is a good and completely adequate estimate for that purpose. It is the best Interstate estimate that we have made to date.

Would you elaborate on that paragraph, please?

Mr. SHUMATE. Well, Mr. Sullivan, the 1965 estimate was prepared after several years of background, accumulation of cost data, and we had the experience of the future estimates. We believe that the 1965 was the best estimate we ever made.

Mr. SULLIVAN. Based on a 1963 unit price index, is that right, Mr. Shumate?

Mr. SHUMATE. That is right, the estimate was prepared in 1964 for submission in 1965; and in order to properly have a uniform interpretation of cost, we used the 1963 price indexes.

Mr. SULLIVAN. Mr. Shumate, in section 2 of this legislation, we have the authorization for the Interstate System, the new revised authorizations. In your opinion, would these authorizations, as they now stand in the bill, be adequate for completion of the system?

Mr. SHUMATE. No, sir. We do not believe they will do it.

Mr. SULLIVAN. Will you explain why you answer no to that question?

Mr. SHUMATE. Well, the authorizations total up to approximately \$42 billion, as contained in the bill.

It is our opinion, based upon the items that I have outlined in our statement, that the present indicated cost of completing the Interstate System will be in excess of \$46 billion.

Mr. SULLIVAN. In other words, right at this moment, in April of 1966, your estimate for the completion of the Interstate System is in excess of \$46 billion?

Mr. SHUMATE. That is correct.

Mr. SULLIVAN. Would you explain for the benefit of the committee how you arrived at that conclusion of \$46 billion?

Mr. SHUMATE. Well, we took into consideration, first, the additional cost, which is quite evident in the implementation of the full impact of the beautification program, which is estimated at the present time on the basis of the best information we have of approximately \$1 billion.

Mr. SULLIVAN. Is beautification—your figure is \$1 billion?

Mr. SHUMATE. It is our estimate that to incorporate the new beautification items in the construction program outside of the Beautification Act—

Mr. SULLIVAN. You have reference to section 319 and not the Highway Beautification Act that we passed last year? Is that right?

Mr. SHUMATE. That is right.

Mr. SULLIVAN. Yes, sir.

Mr. SHUMATE. We estimate that will be approximately \$1 billion.

On the basis of our projections, from the rising price index, we estimate that it will require an additional \$3 billion to cover the rising costs during the balance of the lifetime of the Interstate.

Mr. SULLIVAN. That is \$4 billion for the lifetime?

Mr. SHUMATE. That is right.

Mr. SULLIVAN. How about any changes in design, such as four-laning of highways? Reference was made yesterday to approximately 1,469 miles, for safety purposes among other things, that should be changed from two lanes to four lanes. Did you consider that in your estimate?

Mr. SHUMATE. Yes, sir. Our \$3 billion, including the cost increase, also includes the estimated cost of meeting all of the Interstate—four lanes at approximately \$300 million, and some upgrading in various sections.

Mr. SULLIVAN. In other words, your \$3 billion includes both the design changes and the anticipated unit price index per year; is that correct?

Mr. SHUMATE. That is correct.

Mr. SULLIVAN. And you reached the conclusion that a little over \$46 billion, which of course would be the Federal share of the program—is that right?

Mr. SHUMATE. That is correct.

Mr. SULLIVAN. You may turn now to the beautification program. What is your best estimate of the Highway Beautification Act of 1965, separate and apart from section 319?

Mr. SHUMATE. Mr. Sullivan, the State highway departments are not in a position to present that information at this time. We are in the process of now trying to prepare an estimate on it.

Mr. SULLIVAN. Just for discussion purposes only, the committee received testimony yesterday from an administration official that the proposed cost of the beautification program was approximately \$1.7 billion on the Interstate System only. Do you have any information on that at this time or do you have to supply the information?

Mr. SHUMATE. I can neither agree nor disagree with that estimate, Mr. Sullivan. We are now in the process of developing a manual for the purpose of estimating that cost and it will probably be early fall before we have it.

Mr. SULLIVAN. Mr. Chairman, would it be possible to have that information provided to the committee as soon as possible?

Mr. SHUMATE. Yes, sir. We will be happy to.

Mr. KLUCZYNSKI. We will appreciate it.

Mr. SULLIVAN. Let us turn to the safety program which is now underway and the legislation being considered by this committee. The best information we received yesterday on safety was \$700 million. Do you have any estimate to provide this committee at this time on what the safety program will cost?

Mr. SHUMATE. We are in the same position on that. Until the safety legislation is brought into a little sharper focus it will be impossible to present an estimate.

Mr. SULLIVAN. Still under existing law the program is to be completed, it is hoped, in 1972. It is in the Federal Highway Act of 1956. This is now the year of 1966. What will be the position of the State highway departments on the October 1972 date?

Mr. SHUMATE. If the funds were available the highway departments can finish the Interstate program by October of 1972, but they will have to be made immediately available.

Mr. SULLIVAN. In other words you have to receive the money right now, practically——

Mr. SHUMATE. That is correct; within the next apportionment.

Mr. SULLIVAN (continuing). To complete it by October 1972. This will entail naturally increased authorizations and additional revenue; is that true?

Mr. SHUMATE. That is correct.

Mr. SULLIVAN. Now there has been some talk that in some of the urban areas of this country cities such as New York, San Francisco, and Baltimore, among others, some of the urban sections of the system will not be completed. Will you tell the committee what your position is on this?

Mr. SHUMATE. Of course there are three or four sections of urban Interstate that are in somewhat of a question as to whether or not they will be built at this time. However the estimated cost of those is according to our best estimates somewhere in the neighborhood of \$750 million. We believe that there will be probably some alternates developed that might well utilize that money in the various urban areas. So we have not considered that as a factor in our preparation of the estimate. We are assuming that the cost of those urban areas will probably be involved in other improvements.

Mr. SULLIVAN. I would like to pursue that point a moment. You are referring to roughly \$750 million having to do with urban Interstate construction. This is not part of the figures you presented in your estimate. Is that right?

Mr. SHUMATE. Yes; that is correct.

Mr. SULLIVAN. What happens to that \$750 million? Where will that go?

Mr. SHUMATE. We don't know. We are of the opinion that possibly there will be some modifications to those proposed routes and that it is entirely possible that some of them may actually be constructed.

Mr. SULLIVAN. Assume that none of this money is used along the lines we are discussing. Assume further that when these routes are constructed in the cities they will cost an additional \$750 million. Is this an additional cost to add to your estimate of \$46 billion?

Mr. SHUMATE. No, sir.

Mr. SULLIVAN. No?

Mr. SHUMATE. No, sir?

Mr. SULLIVAN. It is not.

Mr. CRAMER. Mr. Chairman, if in fact the construction in those cities does actually occur, then you would have an increase of \$750 million over your estimate?

Mr. SHUMATE. Well we are using the 1965 estimate and the construction of those urban projects is included in the 1965 estimate.

Mr. CRAMER. If you had a \$3 billion increase in construction costs and then there were design changes such as additional traffic lanes, additional interchanges, the width of shoulders over long bridges, the estimate of the cost of that was an additional \$750 million. But you offset that \$750 million on the assumption that these city urban extensions were not going to be constructed, isn't that correct, in making your estimate of \$3 billion?

Mr. SHUMATE. Yes, Mr. Cramer. The general assumption was that if that \$750 million was saved in these urban projects that it would probably be used in upgrading certain sections of it and adding the additional two lanes.

Mr. CRAMER. So if the urban extensions are built and you do have these additional costs of design changes, then your estimate would be \$750 million more than the \$46 billion figure.

Mr. SHUMATE. That is entirely possible.

Mr. SULLIVAN. Mr. Shumate, if there were no additional income in the Highway Trust Fund for construction funds, in other words we will have to go on the present revenue schedule, in your best judgment what date would the Interstate System be completed?

Mr. SHUMATE. In 1975 or 1976.

Mr. SULLIVAN. In 1975 or 1976.

Mr. SHUMATE. That is right.

Mr. SULLIVAN. Mr. Shumate, assuming that the 1 percent excise fund is not transferred to the Trust Fund for beautification purposes or to take care of the safety program as well, what would you recommend this committee do as far as authorizing the beautification and safety program?

Mr. SHUMATE. Our recommendation would be that you include a provision in your legislation that the cost of beautification and the safety program not be taken from the Highway Trust Fund.

Mr. SULLIVAN. Mr. Shumate, this committee is vitally interested in the after-1972 program and still is. Following up the question raised earlier by Mr. Cramer and a question raised yesterday to administration officials, are you prepared to supply the information to the Federal Bureau of Public Roads for the 1972 proposals?

Mr. SHUMATE. We are ready.

Mr. SULLIVAN. Have you been asked as yet to show that?

Mr. SHUMATE. Not officially.

Mr. SULLIVAN. Not officially. Unofficially?

Mr. SHUMATE. Unofficially we have been requested to gather certain basic data which we have been doing for quite some time.

Mr. SULLIVAN. And when the time comes for action you will be ready to propose it.

Mr. SHUMATE. We will be ready.

Mr. SULLIVAN. To summarize the two key points of your testimony as I understand it, you are indicating now to this committee that the correct estimate right now for the completion of the Interstate System is \$46 billion plus—this is the Federal share only—and that if no additional revenue is placed in the Highway Trust Fund for construction purposes that in your best judgment the final completion date for the system would be 1975 or 1976. Is that correct?

Mr. SHUMATE. That is correct and providing—may I also add this, Mr. Sullivan—that there are no further diversions from the existing Trust Fund.

Mr. SULLIVAN. One other question. Mr. Boyd testified yesterday. At the conclusion of his testimony he was asked a question about a statement he made that appeared in a periodical to the effect that after 1972 there will be a need for 80,000 to 100,000 miles of additional highways. Would you comment on Mr. Boyd's statement?

Mr. SHUMATE. We are in the individual States gathering basic data as to the possible need for additional highways. I would not be in a position to say whether it would be 75,000 or 100,000 miles at this time. But the recommendations of the various States will be available.

Mr. SULLIVAN. Thank you.

Mr. KLUCZYNSKI. Mr. Jones of Alabama.

Mr. JONES. Mr. Shumate, are those studies being made taking into account the general transportation problems?

Mr. SHUMATE. Yes, sir.

Mr. CRAMER. Will the gentleman yield to the gentleman from New Hampshire?

Mr. JONES. Yes.

Mr. CLEVELAND. Mr. Shumate, I want to compliment you on your fine statement and I also want to compliment you on the attendance of 47 of your 50 members. We aren't going to embarrass anybody by asking a rollcall, but I do want to comment on the fact that my own commissioner of public works and highways, John Martin, is here with his deputy, Bob Whittaker. I have been associated with these gentlemen for 12 years as a State senator and the last 3 years as a Congressman, and indeed if your membership, and I am sure it has, other distinguished people serving the Nation and all of the States—I think many of you know John Martin and I am sure we know what he has done for good roads.

Mr. KLUCZYNSKI. Mr. Cleveland, you beat the chairman to the gun. I was going to make a statement after Mr. Shumate had finished testifying. I know you introduced your gentlemen from New Hampshire. I want to introduce my gentleman from the State of Illinois.

Mr. CLEVELAND. Is he going to testify on your bill? [Laughter.]

Mr. KLUCZYNSKI. Mr. Cramer.

Mr. CRAMER. On page 3 of your statement, Mr. Shumate, you are discussing——

Mr. JONES. Will the gentleman from Florida yield for one unanimous-consent question?

Mr. CRAMER. Certainly.

Mr. JONES. I ask unanimous consent that all members of the State highway departments present here now be commended as useful public servants.

Mr. KLUCZYNSKI. Thank you, Mr. Jones.

Mr. FALLON. Will the gentleman yield for an amendment to that request? I wish the gentleman's request will also include Mr. John Falkes of Maryland, present here today.

Mr. JONES. Mr. Chairman, I didn't think that I had made any exceptions in that request.

Mr. CRAMER. Well, if you want to give specific names in the record I will do so also.

Mr. CLAUSEN. Mr. Chairman, continuing the competition between the State of Florida and the State of California, I think it is generally

recognized that the State of California has certainly one of the finest freeway systems and road systems in America. I want to introduce Mr. Jasper Formatt.

Mr. HARSHA. Mr. Chairman, present today is the State highway director of the State of Ohio who has done such a tremendous and outstanding job. I am not going to introduce him at this time in a group. I am going to wait to ask my questions and single him out individually because he has done such an outstanding job.

Mr. KLUCZYNSKI. Thank you. I am sure you know this is an election year. [Laughter.]

Mr. SHUMATE. Mr. Chairman, I regret there is no one from Colorado on this committee. I feel rather left out.

Mr. CRAMER. Well, he is from my home State and I will be glad to vouch for him. Colorado is where I was born, at least. I haven't seen whether the engineer from the State of Florida is here.

Mr. JOHNSON. Mr. Bohen was here this morning. He may have stepped out.

Mr. CRAMER. I want his name in the record, Mr. Bohen from the great State of Florida.

In your suggestion with regard to language that we should consider in the event money should be transferred to the Trust Fund to take care of the beautification program, you in your statement recommend here in the second paragraph when you discuss section 6: "It is our understanding that the change proposed in the bill is based on an * * * 1 percent automobile excise tax * * *" with the provision in the last line "that any deficit incurred would be appropriated from the general fund." I point out that there is no such language in the proposed legislation, however.

Mr. SHUMATE. We read that in the record.

Mr. CRAMER. That is in the Ways and Means Committee.

Mr. SHUMATE. That is right. We understand, Mr. Cramer, that it is not in the bill that is under consideration at this time. If I might I would like to clarify for the committee that our \$46-plus billion estimate to complete does not include any of the safety features or the beauty programs outside of the construction beautification.

Mr. CRAMER. I understand that, and if the taxes were not provided there will be that much more deficit in the finished program with highway safety and beautification having been enacted.

Mr. SHUMATE. Right.

Mr. CRAMER. And the administration estimated that that is approximately \$2.5 billion for beautification and safety. Of course, if we take the forest highways \$263 million, public land highways \$62 million out of the Trust Fund, we are that much farther behind.

Mr. SHUMATE. That is correct.

Mr. CRAMER. Then, of course, we are going to take 2 cents per gallon from gas tax for airlines out. That is another \$75 million.

Mr. SHUMATE. Right.

Mr. CRAMER. So that raids on the Trust Fund have already started in a pretty fancy fashion.

Mr. SHUMATE. Right.

Mr. CRAMER. So far as this committee can prevent this—we, of course, can't prevent the Ways and Means Committee from acting in that fashion as far as the 2-cent gas tax is concerned, but we can pre-

vent authorization from the general funds and trust funds of forest highways and public lands highways from being financed out of the Trust Fund and I hope we will do so. The same way with beautification and safety. Now would your recommendation be, for instance, that beautification and safety, would you make a similar provision in our legislation rather than take a chance on what Ways and Means might do? They might act on anything providing specifically that any deficit for these two programs should come out of the general fund.

Mr. SHUMATE. Yes; that would be our recommendation, Mr. Cramer. As I mentioned in our statement, we are not opposed—we think that both the beautification and the safety program are meritorious programs. But we also realize that if we continue to dilute the Highway Trust Fund the completion of the Interstate goes on down the road farther and farther and farther.

Mr. CRAMER. I presume in making that statement you are speaking for the American Association of Highways—

Mr. SHUMATE. I am speaking for the American Association of State Highway Officials. We discussed this in complete detail.

Mr. CRAMER. When are the apportionments usually made for the subsequent year's construction?

Mr. SHUMATE. Normally they are made shortly after the beginning of the new fiscal period—August, September, some place along in there so that the States can plan ahead.

Mr. CRAMER. So it is essential to act on this legislation in time for the apportionments to be made in July or August in your opinion?

Mr. SHUMATE. That is our opinion.

Mr. CRAMER. You made a comment with regard to the increased costs and suggested if we do not act now to provide adequate authorizations to absorb or include those increased costs above the 1965 estimated increase now, this year, in this authorization we would be putting it off until 1968.

Mr. SHUMATE. That is right.

Mr. CRAMER. For 1969 authorization.

Mr. SHUMATE. Right.

Mr. CRAMER. Now if that is done it is quite obvious that we would not be able to complete the system even by the end of 1973.

Mr. SHUMATE. That is true.

Mr. CRAMER. We would have lost 3 years' work.

Mr. SHUMATE. That is right. Of course the individual States are confronted with the planning program as to how we are going to plan this program from here on out.

Mr. CRAMER. So is it your opinion that it would be much more helpful and less costly in the long run to provide necessary authorizations now for the balance of the program at the estimated total cost of the program so the highway departments can properly plan and add a level of construction rather than step up in 1968 and cut back some other time?

Mr. SHUMATE. We agree completely with that.

Mr. CRAMER. If it is not done that way there is going to be a substantial increase in the cost of the program, is it not?

Mr. SHUMATE. Right.

Mr. CRAMER. You answered the counsel that you would be prepared when requested to submit requests for additional mileage and programs after 1972 to be included in the January 1968 studies. Is that correct?

Mr. SHUMATE. That is right. It will be available before that.

Mr. CRAMER. As I advised the Governor, you should be getting notification before too long according to Mr. Whitton to the effect that States will be requested officially for such information. I understand they are presently now developing the necessary criteria which will be submitted as the basis of your submission back to the Bureau. We have been struggling to get that settled once and for all for some time and I am glad to get on the record that apparently it is going to be settled. I think you agree, do you not, that this Federal-State concept is essential for the success of this program?

Mr. SHUMATE. We agree one hundred percent on that.

Mr. CRAMER. I thank you very much, Mr. Shumate, and I want to also express my personal appreciation to all the members of the American Association of State Highway Officials and Highway Engineers who are present. Certainly it indicates a tremendous interest in this legislation. This is the most important highway legislation we will be considering, in my opinion, from now to the end of the Interstate program.

Mr. SHUMATE. We agree.

Mr. CRAMER. And this is the year that the decision will have to be made in my opinion. So I am delighted to see the highway officials and engineers represented for almost all the States before this committee expressing their interest and acknowledgment of the significance of what is being done here.

I thank you very much. You have been most helpful.

Mr. SHUMATE. We are happy to be here, sir.

Mr. KLUCZYNSKI. Mr. Harsha.

Mr. HARSHA. At this time, Mr. Shumate, I certainly want to welcome you before the committee and congratulate you for your very fine presentation.

I also would like to take the privilege at this time of introducing to this committee a great man in his field and a gentleman who is contributing immeasurably to the overall economy and certainly to the excellent highway program we have in Ohio under our Governor Rhodes, and that is our State highway director, Pearl Masheter. He has done a tremendous job and happens to be a friend of mine and I think very highly of him and I am very happy to have him here.

Mr. HARSHA. Mr. Shumate, I notice you pointed out on the first page of your statement that under this revised cost estimate of 1965 the Interstate Trust Fund has a deficit of \$5 million. Is that accurate?

Mr. SHUMATE. Yes, sir. The 1965 estimate which was again prepared in 1964 based on 1963 prices, we stated when it was submitted to the Congress that there was a potential deficit—there was a deficit in that estimate of \$5 billion to finance that estimate. In other words, if the Congress had acted to finance the 1965 estimate it would have been necessary to provide an additional \$5 billion of Federal funds.

Mr. HARSHA. How was this reflected in your estimate of an additional \$3 billion to cover the design and increased costs and the \$1 billion for the beautification on construction?

Mr. SHUMATE. We have taken the \$5 billion that was indicated in the 1965 estimate. We have added the additional costs for beautification and four laning of those sections which are now contemplated as two lane and the \$3 billion in estimated increase in costs, and using the \$5 billion that brings us up to our total of \$46-plus billion.

Mr. HARSHA. I see. Thank you. You made another statement regarding the proposal to finance the forest highways and public land highways out of the Highway Trust Fund and you indicated that the policy of your organization was to oppose such a move. I wonder if you would give us your reasons for being in opposition to this recommendation?

Mr. SHUMATE. Well yes. Of course this has been a policy of the association for a good many years. We feel that the development of roads on public lands where there is not tax base for the local governments in the development of forest highway systems are separate and distinct expenditures from the regular Federal-aid system. They function in a minor way as a part of an integrated system but they have specific uses as a general application.

Mr. HARSHA. Thank you. You made this statement on the last page of your presentation, that:

We hope the Congress, in its good judgment, will see fit to pass the Federal-Aid Highway Act of 1966, at an early date so the 1968 ABC and interstate apportionments may be made shortly after the beginning of this coming fiscal year.

I would assume from that that the apportionments for 1968 would be made some time in July or August.

Mr. SHUMATE. That is anticipated.

Mr. HARSHA. Of this year?

Mr. SHUMATE. That is right.

Mr. HARSHA. For the 1968 authorization.

Mr. SHUMATE. Right.

Mr. HARSHA. When these apportionments are made, will you explain for my benefit what happens?

Mr. SHUMATE. The first thing that happens when the apportionment is made and known to the State they immediately start programing and planning that work for that ensuing period. As I pointed out in our statement, we have several States now who are programing and expending their 1967 authorizations and it will grow month by month providing, and this is one thing that has disturbed us a little bit, apparently due to the desire or the need for slowing down some inflationary trends some of these quarterly authorizations have been withheld or reduced.

I might also add, Congressman, that we in the highway department do not feel that the highway program as such is inflationary. It is a thing that has gone on on a continuing basis with very few crests and very few low places.

But to get back to the question, when these authorizations are made the individual States know what their obligation is going to be for the next year. Some of them are confronted with raising or adjusting their local finances to be able to take advantage of these Federal funds, and the further in advance they can have that information the better off they are to plan their program.

Mr. HARSHA. When you get your apportionment do not you begin the planning and expending of some of these funds?

Mr. SHUMATE. Oh yes; right.

Mr. HARSHA. So we are talking about expending them in July and August of the ensuing months; is that correct?

Mr. SHUMATE. That is right.

Mr. HARSHA. I would like to know whether the administration has indicated to you or your association that they would like a holdback on some of these expenditures.

Mr. SHUMATE. Not officially they have not.

Mr. HARSHA. How have they?

Mr. SHUMATE. Well the only action that has been taken—there was an allocation of funds due to April 1 for the third quarter. That was not made except to those States who found themselves in a position that they could not go ahead with contracts until these Federal funds were released. They were released to 15 States, 90 percent only of the regular apportionment that was released to 15 States.

Mr. HARSHA. According to your statement then, if we should authorize 1968 authorizations now, then you would begin in the coming months the planning and expenditure of the money that was apportioned to you.

Mr. SHUMATE. That is right.

Mr. HARSHA. The point I made yesterday was that it seems a little inconsistent to call upon the business leaders to withhold or to draw back some of their industrial expansion which will go on over the next year or 2 years and then also call upon the local communities to hold back on some of their capital improvements because of inflationary pressure and even call upon the housewives to curtail some of their spending to hold back some of the inflationary pressures, and now come in and ask for increased authorizations and increased expenditures on this program. That seems a little inconsistent with the general philosophy of an attempt to dampen these inflationary measures. The gentleman from the Secretary of Commerce's Office, Mr. Boyd, said yesterday we are not talking about expenditures that are going to transpire in the next few months. But apparently we are; are we not?

Mr. SHUMATE. We are facing that.

Mr. KLUCZYNSKI. Mr. Cleveland.

Mr. CLEVELAND. Mr. Shumate, I would also like to commend you on your statement. I just have a couple short questions.

Am I to understand that your association would be squarely in favor of four laning all of the interstate?

Mr. SHUMATE. Yes, sir. That has been a policy statement we adopted.

Mr. CLEVELAND. And does your association have any policy on this matter of earmarking taxes on highway users such as the excise tax on cars? Do you have any policy statement as to the example followed by quite a few States—I believe more than 30—where the taxes on the highway users and any related taxes are dedicated to the construction of highways? Does your association have a policy on that?

Mr. SHUMATE. No, sir. In the 50-year history of the American Association of State Highway Officials we have never suggested to the Congress of the United States how this financing be done.

Mr. CLEVELAND. I am not sure that this is necessarily suggesting to Congress how its financing be done. You have expressed here your view on the raids on the Trust Fund.

Mr. SHUMATE. Yes, sir.

Mr. CLEVELAND. And certainly this is closely related to that. With 30 constituent members already dedicated to this policy it seems strange to me you have not at least considered adopting this policy. We have to look to the association for recommendations from time to time.

Mr. SHUMATE. We have considered it. Of course, there are many States—I believe 38 of the present States—that have antidiversion funds.

Mr. CLEVELAND. Is your State one of them?

Mr. SHUMATE. Yes, sir; our State is one of them. We have a constitutional provision which prohibits diversion of highway taxes.

Mr. CLEVELAND. Has this worked out well in Colorado?

Mr. SHUMATE. It has.

Mr. CLEVELAND. Do you want to spend more money in Colorado and then you have to go to the users of the highways for the revenue?

Mr. SHUMATE. That is correct.

Mr. CLEVELAND. If this is fair for Colorado and New Hampshire where I come from, why would not this be fair on a Federal scale and why would it not help stop the raids on the Trust Fund that you have just been complaining about?

Mr. SHUMATE. Well, of course, speaking personally, I think it is the opinion of most of the Federal highway administrators that the Highway Trust Fund should remain inviolate.

Mr. CLEVELAND. There may be substantial agreement on that but it slides off my real question, which is that those taxes that are placed on the users of highways and those that benefit directly from them by use should be earmarked for this construction purpose. This might even make it easier in the long run to seek the necessary revenue.

Mr. SHUMATE. I think that is probably true.

Mr. CLEVELAND. This is an observation. I think it would be helpful to this committee and helpful to the Congress if we had a policy decision from your association on this.

Mr. SHUMATE. We certainly will give it consideration, sir.

Mr. CLEVELAND. I have no further questions, Mr. Chairman.

Mr. KLUCZYNSKI. Mr. Clausen.

Mr. CLAUSEN. No questions, Mr. Chairman, other than to join my colleagues in complimenting Mr. Shumate on a very nice statement. I think I asked enough questions of a previous witness. Thank you very much.

Mr. CRAMER. Mr. Chairman, we have heard a lot of discussion about different types of programs that might boost the economy of the Nation, fight poverty, increase communications between States, and, incidentally, help our defense effort. It is true, is it not, that uniquely this Interstate System does all those things?

Mr. SHUMATE. Yes, sir.

Mr. CRAMER. And is it not true also that the completion of this System as soon as possible means the Nation gets the full benefit in all those areas?

Mr. SHUMATE. That is right and it also is going to save a lot of lives.

Mr. CRAMER. Yes. We are talking about safety. The most valuable, effective safety program for saving 8,000 lives a year is to finish this year; is it not?

Mr. SHUMATE. Right.

Mr. CRAMER. So we can spend all this proposed money for safety, some \$700 million for what might be termed "for safety purposes exclusive of construction itself," but if we do not finish the construction we are not going to make safety, are we?

Mr. SHUMATE. That is right.

Mr. CRAMER. So I would hope that the advocates of doing something about poverty in the country, increasing the economic flow, helping the defense of the country and so forth will give some consideration to pushing this program to completion no later than the 16-year period proposed, because it seems to me this is the most effective weapon we have for accomplishing all those good end programs and the program has proven itself.

Mr. SHUMATE. Yes, sir.

Mr. CRAMER. The program has proven itself and is ready to go.

Mr. SHUMATE. Right.

Mr. CLEVELAND. Mr. Chairman, I would like to make one observation. The only trouble with this program—it is all you say it is—but it is run in part by the States.

Mr. SULLIVAN. Mr. Shumate, this statement was presented by Mr. Boyd and Mr. Whitton yesterday:

* * * One of the basic policies we now face in this program is the construction of the system in urban areas. It is hoped by all of us that this construction will eventually be completed. In line with that some of the problems we face are (1) relocation of business and individuals, and (2) in many cases preservation of historical monuments or things of a scenic or beautiful nature within the area where the system might possibly have to run through.

Have you given some thought to the question of adequate reimbursement for relocation of individuals or businesses? I have in mind a situation where under the urban renewal program up to \$25,000 can be paid to an individual or to a business when they are moved, or across the street where an Interstate System can be going through, a person gets \$200 as an individual or \$3,000 as a business. You haven't answered this question at this particular time and we would like information or your comments on this question tying in both the relocation of individuals and preservation of historical monuments. In connection with the second phase, I have in mind it might be necessary to add an additional two or three blocks to an Interstate System to go around something, but in the long run it might be more effective both in the preservation of a monument and at the same time more effective in selling the highway program to the urban area involved. We would appreciate your comments on this.

Mr. SHUMATE. We will be happy to submit our comments to the committee. I think you will find, Mr. Sullivan, as a general rule, of course, this relocation problem has problems in connection with the local levels and otherwise, but I think from the standpoint of the preservation of items of historical significance and beauty a pretty close examination would indicate that the highway officials of the United States are doing a pretty darn good job in that respect.

Mr. SULLIVAN. We would like this for the committee if you would. Thank you.

Mr. KLUCZYNSKI. May the chairman make a statement at this time.

The House is going into session about 12 o'clock. We have some very important legislation there. We will reconvene at 2 o'clock. We have people from the National Forest Products Association and I am sure that many members of the committee will want to hear these people.

I recognize the gentleman from California.

Mr. CLAUSEN. Mr. Chairman, I ask unanimous consent of the committee to convert the statement immediately following the statement from Mr. Johnson in the record.

Mr. KLUCZYNSKI. If there is no objection, it is so ordered.

Any question to my right?

(No response.)

Mr. KLUCZYNSKI. Mr. Shumate and Mr. Johnson, it is a pleasure to have had you with us this morning. I am sure that your statement is going to be very helpful to this committee. As Mr. Shumate said already, that are 47 States represented here this morning and I know that they all want to help to continue to build good State roads, and if any of you would like to make a statement or put your statement in the record, the record will be held open for about 10 days.

Thank you, Mr. Shumate, Mr. Johnson, and you, the good people of a great organization.

Mr. SHUMATE. Thank you, Mr. Chairman, and members of the committee.

Mr. KLUCZYNSKI. We will recess until 2 o'clock.

(Whereupon, at 11:50 a.m., a recess was taken.)

AFTERNOON SESSION

Mr. KLUCZYNSKI. The subcommittee will be in order.

Before the next witnesses begin, I would like to say that I think an excellent case has been made here in behalf of Federal construction of forest roads. I am sure I speak for the committee when I say I do not believe that the best interest of anyone would be served by transferring the programs to the Highway Trust Fund, but I do believe that the best interests of the Forest Service, the forest industry, the Federal Treasury, and county governments and the people as a whole would be benefited by the fulfillment of the forest development program through adequate appropriated funds. I am sure you gentlemen do not care whether the funds come from general revenue or the Trust Fund. What you want is forest roads.

We are fortunate to have advocates here on the committee, able and well-informed men like Representative "Bizz" Johnson, Representative Don Clausen of California, and Representative Olsen of Montana. They are great people and they are people who are members of this committee working for your interest.

Now the witnesses this afternoon will be the National Forest Products Association to be represented by the following panel: John B. Crowell, chairman of the access roads subcommittee, Portland, Oreg.; H. H. Koessler, president of the Intermountain Lumber Co., Missoula, Mont.; William D. Hagenstein, executive vice president, Industrial Forestry Association, Portland, Oreg.; my very good friend, who has appeared before our committee before, Rolland Watt, Michigan-Cali-

fornia Lumber Co., Redding, Calif.; and also Mr. Larry Mills, Boise Cascade Corp., Boise, Idaho.

Now if you gentlemen will sit up here. You all have statements and we will start off with Mr. John Crowell, of Portland, Oreg. You may proceed, Mr. Crowell.

(Whereupon, hereafter Messrs. Crowell, Koessler, Hagenstein Watt, and Mills will present separate statements but shall be questioned individually and/or as a group at random throughout.)

STATEMENT OF JOHN B. CROWELL, CHAIRMAN, ACCESS ROADS SUBCOMMITTEE, PORTLAND, OREG.

Mr. CROWELL. Thank you, Mr. Chairman.

Mr. Chairman and gentlemen of the subcommittee, my name is John B. Crowell, Jr. I am from Portland, Oreg., and am an attorney for Georgia-Pacific Corp., a vigorous national forest products company whose timber holdings are the second largest private timber holdings in the world. The company has timberlands in the Northeast, the South, Southeast, the Pacific Coast States, and interests in Alaska.

I am here today, however, in my capacity as chairman of the Truck Transportation Committee of Western Wood Products Association. I am, thus, representing the interests and concerns of all the companies throughout 12 western timber-growing States who are members of the association. Western Wood Products Association is the largest of a number of regional forest product associations, based in each of the timber-growing regions of the United States. I am also appearing today as a representative of the National Forest Products Association which is a nationwide federation of 16 regional, product and species associations in the forest products industry. I am chairman of the association's access roads subcommittee whose chief concerns are with issues involving access to intermingled Federal and private lands.

Gentlemen, I wish to focus my time upon subpart (4) of section 5 of the proposed Federal-Aid Highway Act of 1966, H.R. 14359. That subsection would authorize \$85 million in the fiscal year ending June 30, 1968, and \$110 million in the fiscal year ending June 30, 1969, for expenditures in developing roads on and serving national forest lands. The National Forest Products Association and Western Wood Products Association both strongly support this provision of the bill. In fact, for reasons which I and the others will state, we want formally to suggest that your committee give serious and full consideration to increasing these authorizations to \$170 million in each of the fiscal years 1968 and 1969. This much of an increase over the amounts contained in H.R. 14359 will, I am told, only approximately put back onto its original schedule the development program for the national forests which was transmitted to Congress by President Kennedy in 1961. These increased authorizations which we suggest to you should be made will not make up for the fact that that program since fiscal year 1963 has fallen \$126 million behind original schedule. It seems to us imperative that the development program be kept on schedule so that the national forests may contribute to the full extent of their potential to the Nation's constantly growing needs for forest products.

With me today are Mr. H. H. Koessler, of the Intermountain Lumber Co. of Missoula, Mont., also here with me on behalf of the member-

ship of Western Wood Products Association; Mr. Rolland Watt, a northern California timber grower of Redding, Calif., to my left; Mr. W. D. Hagenstein, of the Industrial Forestry Association, Portland, Oreg.; and Mr. W. L. Mills, of the Boise Cascade Corp., Boise, Idaho.

Each of these gentlemen has a brief statement which will follow mine. I might add that Mr. Howard Bennett, of the Appalachian Hardwood Association, was unable to appear here today because of the press of other affairs, but with your permission, Mr. Chairman, would like to submit a statement for the record. We will have that statement for you, I believe, by tomorrow.

Mr. KLUCZYNSKI. Without objection, it will be made a part of the record.

Mr. CROWELL. We propose to divide among us the time which you have so graciously allocated in hopes of getting before you as concisely and as clearly as possible our interests and concerns on matters dealing with national forest roads.

Despite this subcommittee's many other heavy responsibilities, it has for some years now been most receptive and cooperative in assisting the forest products industry and the Forest Service to solutions of their mutual land access and road problems. It is our pleasure to be here today. An example of this help that we have gotten from your committee is Public Law 88-657 which was enacted in the last Congress and the Northwest flood relief legislation which was so badly needed as a result of the floods occurring in the Pacific Coast region in December of 1964 and January of 1965.

The capacities of the national forests for producing wood fiber have only partly begun to be realized even at a time when wood consumption is at an alltime high as it is today. The annual allowable cut from all the national forests taken together has never been fully harvested. Today the allowable cut from the national forests stands at about 12 billion feet annually. The Forest Service has projected an allowable cut of 13 billion feet annually by 1972 and a cut of 21 billion feet annually by the year 2000. Annual wood consumption in this country today is well in excess of 55 billion board feet and by the year 2000 is expected to exceed 100 billion board feet. In everyday terms the quantity of lumber produced from a billion board feet of logs would fill roughly 33,000 boxcars. Today's consumption is more than 50 times that amount and we are looking forward to a not too distant time when wood consumption will be double today's quantity. The national forests must contribute at least 20 percent of these amounts.

Although most of us are aware to some extent of the significant contribution forest products make to our everyday standard of living, we tend to take them very much for granted. Wood is a common, plentiful, highly utilitarian, and often beautiful building material; paper serves a tremendous variety of everyday uses. In times of national emergency the demands for wood and wood products become even more insistent. The Nation's current involvement in southeast Asia is a demonstration once again of the part wood plays in moving cargo, in construction of bases, airfields, docking facilities, and in housing troops and refugees.

The magnitude of the forest products industry contribution to the national product is emphasized by Chief Cliff's statement to this com-

mittee yesterday when it was pointed out that \$1 of every \$70 in the gross national product is attributable to national forest timber.

In order for the national forests to contribute their share of wood production to the Nation's growing needs, they must be managed with increasing intensity. It is principally by means of increased management that the projected increase to the annual allowable cut can be achieved. Increasing wood production will call for application of the best forestry technique available in order to get the maximum potential number of board feet of production from each acre devoted to the growing of wood fiber. Management calls particularly for protection of the growing crop from fire and from the appalling ravages of insects. There are large timber growing areas of this country where the annual allowable cut could be increased by 30 to 50 percent or more if control of fire and insects could be achieved. Management means harvesting mature trees so that they can be replaced by healthy, faster growing young trees which are not so susceptible to insects, deterioration, and loss in value. Only through increased and effective management can the present allowable cut from the national forests be increased to the significant extent called for by timber consumption projected for the future.

Forest management inevitably starts with accessibility, and accessibility in turn means roads. In fact, most other uses of the national forests also start with access and, therefore, with roads. Expenditures for roads on the national forests are prerequisite to realization of most of the benefits realizable from the national forests. Such expenditures for roads are, in the pure sense of the term, investments; they generate the capital to pay for themselves and at the same time allow a profit to the owners who are the people of the United States. This return of capital and generation of profit occurs through payments into the Treasury by purchases of the timber. Roads in the national forests are permanent improvements; thus, once paid for, they increase the value of the timber on the lands they serve because the timber is accessible and can more cheaply be moved to the processing centers and on to market.

A significant portion of the roads on national forest lands have been and will continue to be built by the processors of Government timber who built the roads incident to the purchase and harvesting of the timber. For instance, in fiscal year 1962 timber purchasers expended an estimated \$47,400,000 in construction and reconstruction of timber access roads; they spent an additional estimated \$5 million in road maintenance. The Forest Service spent \$33,800,000 for construction and reconstruction of all roads—not just timber access roads—and \$12,100,000 in road and trail maintenance. Thus, timber purchasers expended some \$52,500,000 in total to the Forest Service's \$45,900,000. More recently, the expenditure of appropriated funds has exceeded the application of timber purchaser funds to road construction and maintenance, but I am told that in the last fiscal year timber purchaser funds for these purposes exceeded \$55 million.

Roads built by timber purchasers do not require appropriated funds. To the extent the cost of the roads is assignable to use for timber harvesting, it is offset against the timber. More and more, however, roads on the national forests are, quite properly, being designed to

serve other uses such as recreation. To the extent that such other uses require roads of better standards than those needed for harvesting timber, appropriated funds are required by law to pay for the extra standards attributed to other uses. This assures that timber, and ultimately the consumer of the end product, does not bear the costs properly attributable to other uses of the national forests. Because recreational use of the national forests is rising so rapidly, the use of appropriated funds to supplement road construction costs paid for by the timber must also rise.

But more important than the need for appropriated funds to supplement purchaser road construction is the need in many timbered areas for the use of appropriated funds to perform initial road construction. Road construction performed in advance of timber sales permits sales to be made in the relatively small quantities of from 1 to 10 million board-feet which can be handled by small operators or which best fit legitimate management objectives. In such situations the road construction requirement connected with the first sale in an area will often exceed the value of the timber volume proposed for sale. Even a large sale of from 30 to 60 million or more board feet frequently will require so large an investment in roads that the timber is not of sufficient value to cover it. In such cases recovery of the total investment must be spread over several sales. Often, subsequent sales can be made within a few years after the first one.

There will, however, be some instances when many years will intervene between use for timber sale removals of roads built with appropriated funds. Even in those cases the roads will be used for management and protection purposes designed to develop a second timber crop substantially more valuable than the first. Furthermore, of course, such roads are, in the period between crops, used for other purposes than those connected with development of timber alone. The investment in roads serving national forest timberlands where the present crop is economically marginal, either because it has been inaccessible for protection and management or because of the sheer expense connected with initial development of the road system for the area, must sooner or later be made if those timberlands ever are to become productive and valuable.

For all the reasons which I have stated, I commend to your most serious consideration our proposal for increasing the authorizations stated in subsection 5(4) of H.R. 14359 to \$170 million for both years.

Mr. KLUCZYNSKI. Does that complete your statement?

Mr. CROWELL. Yes, sir, it does, Mr. Chairman.

Mr. KLUCZYNSKI. I will turn this over to Mr. Sullivan, the counsel of our committee. Mr. Sullivan, do you have any questions?

Mr. SULLIVAN. I have no questions at this time.

Mr. KLUCZYNSKI. Now we have the experts from the Great Northwest represented by the wonderful members of this committee.

I recognize Mr. Don Clausen, of California.

Mr. CLAUSEN. I thank you for your comments, Mr. Chairman, but I think it might save time if we were to hold our questions until each one of these gentlemen completes his comments.

Mr. KLUCZYNSKI. Thank you. I believe that is the proper thing to do.

The next witness will be Mr. Koessler, president of the Intermountain Lumber Co. of Missoula, Mont. Your Representative, Mr. Olsen, should be here shortly. I wish he could hear you read your statement. But you can be assured he will read your remarks before he votes on any of this legislation. We have to go over our records and read all your statements, Mr. Koessler.

STATEMENT OF H. H. KOESSLER, PRESIDENT, INTERMOUNTAIN LUMBER CO., MISSOULA, MONT.

Mr. KOESSLER. Thank you very kindly, Mr. Chairman.

My statement, of course, supports the need and desire for additional funds for forest roads as outlined by Mr. Crowell.

I am Dr. Horace H. Koessler, president of the Intermountain Lumber Co., Missoula, Mont. We operate mills at Missoula and Darby, Mont., and at Salmon, Idaho. We are members of Western Wood Products Association whose authorized representative I am for purposes of this presentation.

Our company is fairly typical of many of the mills in the northern Rocky Mountain area of Montana and Idaho. Like so many other mills, we are almost entirely dependent on the national forests for raw material. We directly employ about 500 people in the Rocky Mountain region of Idaho and western Montana and usually have 200 or 300 additional people that work for independent logging contractors on our jobs; an additional 1,500 or 1,600 people are gainfully employed in enterprises supporting and servicing our efforts.

Ours is a rugged area of high precipitious mountains and deep valleys where lies the small percentage of farm and ranch land. The forests have remained untapped and unmanaged until relatively recent years. The vast acreage of commercial forest land in our area is mostly in Federal ownership. If managed with competence and vision, it is capable of making a significant contribution both to the local economy and to the overall forest products economy of our Nation.

It is in the Rocky Mountains that the problem of road funding is most crucial to the utilization of timber resources. The roads are costly to construct, yet they are desperately needed if these lands are to be managed for their multiple uses. In much of the Rocky Mountain forests the initial timber crop is overmature, diseased, insect-infested, and of poor quality. Thus, in many instances initial road costs equal or exceed the value of the timber to be first harvested. In such instances the timber resources of the national forests can be tapped economically only by advance construction of roads with appropriated funds. Unless such road funds are available the timber cannot be put under management. Without timber the mills will have to shut down. There will be loss of employment for the workers, loss of capital investment represented by the mills and those who supply associated services. The standard of living in the northern Rockies will go down and the communities will wither. Additional and continuing loss is represented by the unmanaged timber itself.

The initial harvest is the required beginning of long-range management of the timber. It is the first step in reaching a high level of timber productivity. Roads permit intensive forest management and commencement of a succession of high-value timber crops. They also

make possible realization of nontimber values, including watershed management and all the facets of recreation. Sometimes such uses can provide larger returns than timber production.

It is obvious that appropriated funds are necessary for the initial development of these conservation roads on Federal forests. Another reason for the need for appropriated funds is less obvious. In the past years proper allocation of road costs did not seem as important as is the case today. Forest roads were primarily or solely built to serve the timber. Other uses were not emphasized. Now, however, timber is only one of many considerations for the building of national forest roads. Construction standards are frequently in excess of what would be necessary for timber harvesting and management because of multiple-use objectives. Costs are higher than should be borne by the timber alone.

There is no just reason why timber harvesting should bear all the costs of road construction. The other facets of multiple use should bear their share. Infusion of enough appropriated funds to cover the extra roadbuilding costs assignable to other uses will frequently convert a marginal or submarginal proposed sale into an operable one. It is particularly important in such cases that careful apportionment of road costs be accomplished. This is not confined to the northern Rocky Mountain region by any means.

Yesterday, during the testimony of the Forest Service, Congressman Olsen of Montana made clear the cost to the Nation if roads are not constructed as promptly as possible. Senator Jordan of Idaho has also recognized this cost; he has introduced an amendment to the companion bill to H.R. 14359—S. 3155—which would call for higher authorizations for the forest roads and trails system.

In direct support of his proposed amendment, the people of Salmon, Idaho, interested in timber management had a report prepared which I ask to be made part of my testimony.

Mr. KLUCZYNSKI. Thank you, Mr. Koessler.

Mr. KOESSLER. Mr. Chairman, I would like to read briefly therefrom.

The report shows that on the Salmon National Forest construction of 316 miles of access roads at a cost of an estimated \$4,069,000 would make 424 million board feet of timber available for harvest. This would have a wholesale market value of about \$42 million and the loss and destruction of marketable timber now inaccessible would be reduced from an annual loss of \$2,288,000 to an estimated annual loss of \$572,000.

Recreation would be aided by the opening of 159 miles of stream for fishing, 300,000 acres for hunting, 43 campgrounds and picnic areas, 2 resort sites, 1 ski site, a loop road of 64 miles and so on.

The total visits to the Salmon National Forest in 1965 were almost 250,000. Most of this use is concentrated along U.S. Highway 93 and the road down the Salmon River and the proposed roads would let the people scatter out and take care of the increased numbers that will inevitably arrive.

Mining would be aided for there are 15 known ore deposits in the areas to be served by these proposed roads.

Grazing would be helped by improved administration for 1,100 head of cattle already on these lands. Protection and management would be improved.

It is estimated that if the present 27 million-plus of annual allowable cut were increased to the 69 million total cut, and much of this could be effected by the roads requested in the Salmon Forest, there would be an annual increase of 418,000 man-hours of employment. It would, of course, be of great aid to the economy of the town of Salmon and the entire community.

Mr. CLAUSEN. Would the gentleman yield for a second?

In your judgment will the market absorb the amount of cut that you have reference to?

Mr. KOESSLER. Without question the market will absorb it, Mr. Clausen. There is a portion of that allowable cut, about 15 million feet, that many of us, and I am included in that, do not consider commercial today because of the species and quality—white bark pine and certain lodge pole and certain small white fir at high altitude—but certainly the current operable allowable cut of 27.8 million should and could be increased to well over 40 million. Although there is no railroad to our markets—and this includes all the operators in the Salmon area—there are three of us who ship by truck to southeast Idaho, to the Denver area, and to the Salt Lake City area, and we supply only a small fraction of their current demands. The balance comes largely from the Pacific Coast, as you probably know.

Mr. CLAUSEN. And you are suggesting then that all of the people in your area would have a similar point of view to that which you now present.

Mr. KOESSLER. This is fully supported by all of the operators there as well as the Salmon citizenry through their chamber of commerce and so forth.

Mr. CLAUSEN. So we will have continuity and counsel will understand, my reason for bringing this question up at this point is because of the statement that was made relating to Senator Jordan's amendment to the Senate companion to H.R. 14359, which would call for higher authorizations for forest roads—do you recall the amount included in his amendment?

Mr. KOESSLER. He wants to increase it from \$85 million to \$170 million in fiscal 1968, from \$110 to \$170 million in fiscal 1969, and, as has already been stated, that will hardly make up the loss in development according to the 1961 10-year plan.

Mr. SULLIVAN. May I ask some questions at this time, sir.

Mr. Cliff testified yesterday that under the present 1961 10-year program they were roughly \$169 million behind at this time and that that would be the amount needed to bring it up to fiscal 1968 operations. My question is, Does the amendment Senator Jordan suggested take care of the \$169 million?

Mr. KOESSLER. Mr. Sullivan, I think Mr. Crowell can better answer that question.

Mr. CROWELL. Mr. Sullivan, the figure of \$170 million which we are proposing was not taken from the Forest Service figure which Mr. Cliff testified to yesterday. It was purely coincidental. The \$170 million figure which we are proposing, and which Senator Jordan's amendment over in the Senate to the companion bill would also propose, is the estimated amount required to put the 1961 forest development program back on schedule for the fiscal years we are talking about. It would not make up the amounts which have lagged in the program in the last few years. I believe the figure Mr. Cliff gave was

the total amount of the lag up to the present fiscal year we are talking about in H.R. 14359.

Mr. SULLIVAN. That is right. Senator Jordan's increase would be from \$85 to \$170 million for 1968—\$85 million; and from \$110 to \$170 million for 1969—\$60 million; for a total of \$145 million which is roughly \$24 million behind Mr. Cliff's figure.

Mr. CROWELL. That is correct, sir.

Mr. SULLIVAN. At that particular point, if these were authorized my question is would that put you back on the schedule set out in the 10-year plan or would you be still running behind.

Mr. CROWELL. We would still be running behind.

Mr. SULLIVAN. By how much?

Mr. CROWELL. It would be about a year although there are, as I understand it, certain adjustments which would be required to the 1961 forest development program as a result of certain pay increases and the increase in the composite road index which have occurred in the meantime. Now I think these figures will be supplied, as Mr. Cliff said they would be, in response to questions yesterday. We do not have these precise figures.

Mr. SULLIVAN. Are you telling me we do not know for sure just how far this program has gone or are you saying Mr. Cliff's figures are the correct ones to the best of your knowledge?

Mr. CROWELL. I am saying we do not know for sure how far the program is behind. Mr. Cliff's figure yesterday was a simple comparison between what had been projected for the fiscal years which had elapsed since the program was proposed to date. They were not adjusted as I am suggesting they would have to be as a result of certain changes which have occurred in the meantime.

Mr. SULLIVAN. What type of changes do you have reference to?

Mr. CROWELL. These pay changes and composite index changes which would have increased certain costs. I am not familiar, Mr. Sullivan, with the details but we did have some conversations with the Forest Service fiscal people, and it was our understanding that there would have to be certain adjustments made in order to put the forest development program to the level that was originally proposed for the 1968 and 1969 fiscal years.

Mr. SULLIVAN. Just for the benefit of the committee—you have reference to pay changes. What does that mean specifically?

Mr. CROWELL. As I understand it, there have been certain pay increases authorized for Federal employees which would affect the original figures that had been proposed for the development program.

Mr. SULLIVAN. So the committee will have to wait until it gets the figures from Mr. Cliff to get an absolutely accurate picture of the funds that are needed.

Mr. CROWELL. That is right.

Mr. SULLIVAN. Thank you very much.

Thank you, Mr. Chairman.

Mr. KLUCZYNSKI. Mr. Clausen.

Mr. CLAUSEN. I have a few questions while you are before the microphone. How far behind the schedule in dollars for the 10-year program through fiscal year 1967 authorizations are we?

Mr. CROWELL. Our best estimates would indicate the \$169 million figure that Chief Cliff gave yesterday. But there may be certain adjustments which I have just been explaining to Mr. Sullivan that we

do not know about; they are consequences of refinements in the Forest Service fiscal policy and the answer would have to come from the Forest Service I think.

Mr. CLAUSEN. On page 3 of your statement you say that the road program is \$126 million behind schedule whereas the authorization which you recommend for 1968-69 is \$145 million in excess of that recommended by the administration and contained in the bill before us. What is the correlation between these two figures?

Mr. CROWELL. The \$126 million figure was a figure which was our understanding was the extent to which the program was behind. Now apparently we are erroneous about that figure. Mr. Cliff indicated \$169 million. I expect the discrepancy will be cleared up when Mr. Cliff supplies the figures needed to the committee.

Mr. CLAUSEN. What is the correlation between the \$145 million and either the \$126 or the \$169 million figure?

Mr. CROWELL. I am not sure I understand where the \$145 million figure you are referring to comes from, Mr. Clausen.

Mr. CLAUSEN. Well it was \$145 million in excess of that recommended by the administration for 1968-69. This is Senator Jordan's proposal.

Mr. CROWELL. The increase for fiscal year 1968 would be \$85 million and then it would be \$60 million for the next fiscal year that we are proposing.

Mr. CLAUSEN. That is the \$145 million?

Mr. CROWELL. Yes, sir.

Mr. SULLIVAN. Mr. Crowell, in other words you are saying that \$145 million was your best guess at this time when your testimony was being prepared as to what you needed to bring this program up to date; is that correct?

Mr. CROWELL. No, sir. The \$145 million figure which is the total of the difference in the figures we are proposing and the figures which are now stated in the bill was simply our best estimate of what would be required to put the forest development program back on schedule without making up the extent to which the program has lagged in the last few years. The extent of the lag would have to be made up by still additional appropriations or the program could be stretched out approximately 1 additional year.

Mr. SULLIVAN. This is the point we want to find out. In other words this will not do the trick as far as the overall program is concerned.

Mr. CROWELL. No, sir, it won't. It would only put the program back on schedule for the particular years involved but there would still be the lag to be made up.

Mr. SULLIVAN. It doesn't take into account the previous years.

Mr. CROWELL. It does not.

Mr. CLAUSEN. In effect you have had a deficit over the years in the allowable amount of timber that could have been sold had we had sufficient funds to build these highways. Is that correct?

Mr. CROWELL. The prospect of expending these funds which were not made available on roads would have inevitably meant, I suspect, additional timber being put on the market so that the allowable cut could either have been increased or would have been nearer the goals which are established already by the Forest Service for the allowable cuts.

Mr. CLAUSEN. As a result of this have you not had some of the mill operators through the West actually go broke because of a lack of timber resources made available to them?

Mr. CROWELL. Very definitely. There are areas in the West where the only way in which the timber resource can be opened up is by advance construction of roads. This advance construction can be accomplished only by the expenditure of appropriated funds made available to the Forest Service by Congress.

Mr. CLAUSEN. And as a result there was a large depression in the labor situation in the area and a number of people going without jobs which increased the unemployment in your areas?

Mr. CROWELL. There are areas in the timber-growing regions of the West which have experienced this decline in employment because timber resources have not been made available for processing in the mills.

Mr. CLAUSEN. That would be true of what States in the West?

Mr. CROWELL. I believe that the States of Idaho, Montana, Colorado, Utah, possibly portions of Arizona and some of the remote areas in eastern Oregon, Washington and northern California could all be said to be affected in this way.

Mr. CLAUSEN. All right. Then would you tell us or submit for the record (a) the annual authorization for the 10-year road program as such program was originally approved, and (b) the annual authorizations commencing with the fiscal year 1968 and ending with the fiscal year 1972 to complete the 10-year program.

Mr. CROWELL. I will be happy to supply that information for the record, Mr. Clausen.

Mr. CLAUSEN. Mr. Chairman, I wonder if I could have the permission of the Chair to let this gentleman include for the record the contents of the previous question that I submitted?

Mr. KLUCZYNSKI. Without objection, that is so ordered.

You will have the information for us?

Mr. CROWELL. Yes, sir.

Mr. SULLIVAN. Mr. Clausen, does your question include everything we have been talking about here?

Mr. CLAUSEN. Yes.

Mr. CROWELL. We will attempt to answer accurately the questions which have been posed by the interchanges here on this question.

Mr. KLUCZYNSKI. We will appreciate that.

I recognize Mr. Sullivan.

Mr. SULLIVAN. Mr. Crowell, what is your position on the Federal construction of these roads?

Mr. CROWELL. If I understand the question, Mr. Sullivan, the answer would be that we naturally favor construction by the Federal Government of the roads on its own lands. These lands are in Federal ownership and should be administered by the Federal Government and developed by the Federal Government for the benefit of local communities and for the general populace as a whole. This can be done, as we have indicated, only by making road money available in sufficient quantities for achieving the necessary road construction which will then lead to the management requisite to getting the full productive capacity from the national forests.

Mr. SULLIVAN. I understand you limit that to Federal lands. How about on private lands? Is there a need for such roads?

Mr. CROWELL. Where there are private lands which have to be crossed in order to gain access to the Federal lands, which is indeed the case in very many places in the West, the money for such roads should be made available to the extent it can possibly be done by Congress.

Mr. CLAUSEN. And who will construct it may I ask?

Mr. CROWELL. Well, the industry itself hasn't taken any position on who constructs it. The important thing is that the roads get built, and whether it be done by the Government or by contractors in some way, either through timber purchases or directly by roadbuilding contractors, is not the issue as far as the industry is concerned. Our interest is simply in seeing the development of the national forests to the extent where they will serve national needs as fully as they are capable of serving them.

Mr. CLAUSEN. While we are on that subject, with the passage of S. 1147 there was a great deal of concern about adequate interests being satisfied on a reciprocal basis between the Government and the operators or owners of lands. I wonder if you could tell us for the record at this point how this has been working out.

Mr. CROWELL. I would be pleased to do so, Mr. Clausen. S. 1147, which became Public Law 88-657 as all of you gentlemen know, in effect broke a logjam which had existed between the Forest Service and the industry for some time in the matter of reaching agreement for getting rights-of-way and for building roads. I am happy to report that the Forest Service and the industry have gotten together and carefully negotiated reciprocal easement forms under the authority granted by Public Law 88-657. We have worked out a satisfactory standard share cost agreement and the result has been that the legal impediments to development of an adequate road system wherever it had to cross national forest and private lands together have been substantially removed by S. 1147 which became Public Law 88-657.

There are still a few minor problems, and I think if we could defer an answer to those aspects until Mr. Watt has had an opportunity to give his statement you will then see what this area is.

Mr. SULLIVAN. I have one question at this particular point. We are talking about easements here, and the question was between Federal lands and private lands. What would happen assuming we get easements and went ahead to Federal construction across those lands?

Mr. CROWELL. Any Federal construction which crossed both private and Federal land would, of course, require rights-of-way and that is what the easements are for.

Mr. SULLIVAN. I understand that.

Mr. CROWELL. Once this basic requirement has been cleared away then construction can take place across the easements.

Mr. SULLIVAN. And if you had or we had to construct on private lands if it could be worked out, would you object to the construction being done by an agency of the Federal Government?

Mr. CROWELL. Oh, no. Once the easements have been granted and the Federal Government receives the right to construct the road on private land, then it would be quite proper for such roads to be built with Federal funds.

Mr. CLAUSEN. Do you feel that the timber which would be put up for sale under this kind of program would keep pace with the road-building program?

Mr. CROWELL. Yes, sir. Realization of the full allowable cut is dependent on the construction of the requisite access roads.

Mr. SULLIVAN. Wouldn't this enhance it, actually increase it?

Mr. CROWELL. By all means.

Mr. SULLIVAN. If these roads would be available in advance?

Mr. CROWELL. That is right. Let me say in the case of exchanges of easements across national forests and private land which are intermingled the usual way in which the road construction would subsequently be handled is for either the Forest Service or the private operator to perform the construction. Then as a result of the share cost agreements which accompany easement exchanges the costs would be borne in proportion to the timber of each party that would come over the road. We end up with a road which has been share-costed by both parties.

Mr. SULLIVAN. Mr. Crowell, in connection with that, in reference to your statement, on page 6 you have some interesting and excellent testimony about this question, and you say specifically that "appropriated funds are required by law to pay for the extra standards attributed to other uses." You also bring up the question of recreational uses which the committee is quite aware of. In other words, the multiple-purpose use of many of these roads. On the basis of your testimony and the previous colloquy between myself and Mr. Clausen and yourself, wouldn't there be a strong case for direct appropriation for construction of these roads rather than the system we are operating under now? In other words, have it done by Federal money.

Mr. CROWELL. Yes, it would.

Mr. SULLIVAN. Thank you.

(The information follows:)

NATIONAL FOREST PRODUCTS ASSOCIATION,
Washington, D.C., May 6, 1966.

Hon. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Roads,
Committee on Public Works,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: During the committee's hearings on H.R. 14359 on April 20, Mr. Clausen and Mr. Sullivan requested certain data on the road portion of the Forest Service's 10-year development program for the national forests, which we did not have available at that time. At Mr. Clausen's request permission was granted for that material to be supplied for the record. The information sought is as follows:

Annual requirements for the 10-year program as submitted to the Congress in 1961

Fiscal year	Construction	Maintenance	Total
1963.....	\$62,927,700	\$11,500,000	\$74,427,700
1964.....	82,448,700	12,500,000	94,948,700
1965.....	101,748,300	14,000,000	115,748,300
1966.....	121,368,300	16,000,000	137,368,300
1967.....	140,647,200	17,500,000	158,147,200
5-year subtotal.....	509,140,200	71,500,000	580,640,200
1968.....	140,600,000	19,000,000	159,600,000
1969.....	140,600,000	20,500,000	161,100,000
1970.....	140,600,000	22,000,000	162,600,000
1971.....	140,600,000	23,500,000	164,100,000
1972.....	140,600,000	25,000,000	165,600,000
5-year subtotal.....	703,000,000	110,000,000	813,000,000
10-year total.....	1,212,140,200	181,500,000	1,393,640,200

During the first 5 years of the program (fiscal years 1963 through 1967) actual obligations for construction were \$340.9 million—short by \$168.2 million of the \$509 million planned for construction.

Obligations incurred for maintenance during the first 5 years were \$136.4 million. This exceeded the planned maintenance program of \$71.5 million by approximately \$64.9 million. Of this \$64.9 million, however, \$38 million was incurred under authority of Public Law 89-41 for repairing the severe flood damage in the Northwest resulting from the winter storms of 1964-65.

THE ANNUAL AUTHORIZATION NECESSARY IN THE YEARS 1968 THROUGH 1972 TO
COMPLETE THE PROGRAM

The 1961 program as originally submitted to the Congress called for a total of \$703 million for construction and \$110 million for maintenance in the years 1968 through 1972—a grand total of \$813 million for the period, or \$162.6 million annually.

These amounts, based on the 1961 program, do not include new projects necessary to meet increasing demands on national forest resources and the continually rising Composite Road Index. The index shows that road construction costs have increased 11 percent in the last 5 years.

In order to carry forward the 1961 program and to finance some part of the unfunded portion of the first 5 years' program, we recommend that \$170 million be made available to the Forest Service annually for construction and maintenance of national forest development roads and trails.

Sincerely,

JOHN B. CROWELL, Jr.,
Chairman, Access Roads Subcommittee.

Mr. KLUCZYNSKI. The next witness is Mr. Hagenstein.

Mr. Hagenstein, they have just gone through and have almost completed general debate on a very important bill on the floor. I would like to have all your statements—all your testimony—but to save time it would be a lot better to accept your statement and, without objection, we will have your full statement made a part of the record.

STATEMENT OF WILLIAM D. HAGENSTEIN, EXECUTIVE VICE
PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION, PORTLAND,
OREG.

Mr. HAGENSTEIN. Thank you very much, Mr. Chairman. I planned to do that to save your time. First let me introduce myself. I am W. D. Hagenstein, executive vice president of the Industrial Forestry Association. I have had the privilege of appearing before this subcommittee since I was a mere boy of 37 years of age, and you can see, I am considerably older now. I remember that you, Mr. Chairman, were a member of the subcommittee then as was Mr. Jones and, of course, Mr. Fallon was the chairman.

My statement supports in a very general way the remarks that have been made by these other gentlemen and as you have included my statement in the record I won't go into any of the details, except to say that I have used the area in which I work, Oregon, Washington, as a specific example, and I have made the case for increased authorizations for these development roads and trails with a number of statistical tables which I have done for many, many years before you gentlemen updating the data for a 10-year period at a time to show what the trend had been.

As you gentlemen know, one of the most significant things that access roads do in the management of forest properties is enabling us to

get in when natural catastrophes strike and salvage the timber. It so happens in 1962 in our region we had what was called variously a typhoon or hurricane—the only one almost within my memory—and I believe it blew down 17 billion feet of timber. That is more timber than there is in many States in the United States.

Mr. CLAUSEN. I wonder if the gentlemen will yield because the chairman and the counsel and some of the members of the committee were out in the northern California area. I think you will observe by the questions these people are asking that they are very familiar with the point you are now making. It has been very helpful to all of us from the West to have the chairman visit that area.

Mr. KLUCZYNSKI. That is right. We on this committee have looked at maps and maps and maps and with a pointer a map is only a map to me. But you have to make a trip like we made a few months ago, about a week or two before the great flood, before you actually visualize that. I looked all over those roads built by lumber companies and I know what you are talking about. But if I hadn't made that trip it would all be news to me.

Mr. HAGENSTEIN. The only point is if you gentlemen in your wisdom over a long period of years hadn't approved the authorization and the Congress subsequently appropriated the amounts, we would have enough timber to build housing for 3 or 4 million people. Because of the roads we were able to salvage it and we have done an excellent job of doing it.

(The prepared statement of William D. Hagenstein is as follows:)

STATEMENT OF W. D. HAGENSTEIN, EXECUTIVE VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION, PORTLAND, OREG.

Mr. Chairman and members of the committee, my name is W. D. Hagenstein and I reside in Portland, Oreg. I am a professional forester and a registered professional engineer in the States of Washington and Oregon. I am executive vice president of the Industrial Forestry Association which has been working for a permanent timber supply for the Douglas fir industry of western Washington and western Oregon for 32 years. In a few weeks my own service with the association will reach the quarter-century mark.

Industrial Forestry Association consists of 107 companies and individuals in the business of growing and harvesting timber and manufacturing lumber, pulp and paper, plywood and veneer, shingles and shakes, hard and soft boards, furniture, poles and piling, and other forest products. Its members operate nearly 400 wood-using plants, conduct more than 200 different logging operations, and employ more than 80,000 people. The annual payroll of their employees is more than \$400 million.

The Industrial Forestry Association started urging on the Congress the authorization for an adequate system of timber access roads in the national forests in 1947. It supported increased authorizations for forest development roads and trails before your committee and the comparable body in the Senate in 1952, 1954, 1957, 1958, 1960, 1962, and 1964. This it has done because of its knowledge that without an adequate system of timber access roads the national forests cannot contribute their rightful share to the Nation's economy as promised by Congress in the act of June 4, 1897 (30 Stat. 35; 16 U.S.C. 475) when it decreed that one of the two principal objectives of the national forests was "to furnish a continuous supply of timber for the use and necessities of citizens of the United States."

In the last 5 years Industrial Forestry Association members have purchased one-third of the national forest timber sold in our region and they buy a lot of logs produced by independent loggers from the national forests. We have extensive firsthand knowledge of the necessity for timber access roads because industry builds as part of its timber sale contracts \$36 million worth of roads for the Government in our region each year.

We believe only a few pertinent data are necessary to make the case for an adequate system of timber access roads in the national forests of Washington and Oregon. As a matter of principle, what we set forth for our own two States applies to all other States where national forests make up an important part of the timber supply.

In Washington and Oregon we have three out of every eight trees in the Nation's timber supply. From them we produce about one-fourth of all the forest products used annually by the American people. The annual value of the forest crop is more than \$2¼ billion and furnishes employment to 250,000 people. This is the Northwest's largest individual payroll, unsubsidized in every respect, and provides 50 percent of our region's basic economy.

Because of the renewability of timber through forestry, the Pacific Northwest can continue to enjoy the important contribution of trees to its economy, providing the principal forest ownership, the national forests, does its part.

The national forests in Washington have 44.5 percent of the State's total timber supply (table 1); in Oregon 55.7 percent (table 2). The national forests are the last major forest ownership to be placed under constructive management, largely due to their relative inaccessibility until only a decade ago. However, the record of the contribution of the national forests to our annual timber harvest, as timber access roads have been built, has been steadily improving as the data for the last decade show.

TABLE 1.—*Ownership of live sawtimber on commercial forest lands in Washington, Jan. 1, 1963*

[Billion board feet, log scale]

	Volume ¹	Percentage
Public:		
National forest.....	166.0	44.5
Other public ²	65.8	17.6
Total.....	231.8	62.1
Private.....	141.3	37.9
Grand total.....	373.1	100.0

¹ Source: "Timber Trends in the United States." U.S. Department of Agriculture Forest Resource Report No. 17. 1965.

² Includes public domain, Indian, State, county, and municipal lands.

TABLE 2.—*Ownership of live sawtimber on commercial forest lands in Oregon, Jan. 1, 1963*

[Billion board feet, log scale]

	Volume ¹	Percentage
Public:		
National forest.....	298.9	55.7
Other public ²	96.7	18.1
Total.....	395.6	73.8
Private.....	140.7	26.2
Grand total.....	536.3	100.0

¹ Source: "Timber Trends in the United States." U.S. Department of Agriculture Forest Resource Report No. 17. 1965.

² Includes O. & C., Public Domain, Indian, State, County, and Municipal lands.

In Washington the national forests by 1964 were contributing 29 percent of the total timber harvest, compared with only 18.6 percent a decade earlier (table 3). It should be noted that in 1959 they contributed 29.5 percent of the total timber harvest.

TABLE 3.—*Timber harvested by ownerships in Washington, 1955-64*
 [Thousand board feet, log scale]

Calendar year	Private		National forests		Public domain and national parks		Indian		State		Total	
	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total
1955-----	2,994,000	64.4	862,400	18.6	23,900	0.5	321,900	6.9	448,500	9.6	4,650,700	100
1956-----	3,261,200	64.8	944,500	18.7	21,000	.4	281,100	5.6	526,900	10.5	5,034,700	100
1957-----	2,530,700	62.5	900,100	22.2	19,900	.5	194,700	4.8	404,700	10.0	4,050,100	100
1958-----	2,291,300	59.1	1,026,700	26.5	17,500	.4	238,400	6.1	305,200	7.9	3,879,100	100
1959-----	2,817,500	57.9	1,437,400	29.5	20,500	.4	304,200	6.3	289,200	5.9	4,868,800	100
1960-----	3,000,100	63.5	1,181,000	25.0	17,800	.4	255,900	5.4	272,000	5.7	4,726,800	100
1961-----	2,335,000	64.2	891,700	24.5	3,900	.1	122,200	3.4	286,400	7.8	3,638,200	100
1962-----	2,644,900	63.6	1,096,100	26.4	4,300	.1	121,900	2.9	292,500	7.0	4,159,700	100
1963-----	2,934,600	54.0	1,583,300	29.2	1,800	.1	338,600	6.2	1,569,400	10.5	5,427,700	100
1964-----	3,503,600	55.1	1,845,000	29.0	13,900	.2	424,200	6.7	1,574,800	9.0	6,361,500	100
Grand total-----	28,312,900		11,768,200		144,500		2,603,100		3,968,600		46,797,300	
Average for period-----	2,831,290	60.5	1,176,820	25.1	14,450	.3	260,310	5.6	396,860	8.5	4,679,730	100

1 Includes volume cut from county and municipal lands.

NOTE.—Data furnished by Washington Department of Natural Resources, Olympia, Wash., and Pacific Northwest Forest and Range Experiment Station, Portland, Oreg.

In Oregon the national forests by 1964 were contributing 36.4 percent of the total timber harvest compared with 18.2 percent a decade earlier (table 4). This is close to the highest contribution of the national forests on record.

TABLE 4.—*Timber harvested by ownerships in Oregon, 1955-64*

[Thousand board feet, log scale]

Calendar year	Private ¹		National forests		O. & C. and public domain ²		Indian		State and county ³		Total	
	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total	Thousand board feet	Percent of total
1955-----	6,998,800	72.0	1,768,500	18.2	610,000	6.3	142,600	1.4	200,000	2.1	9,719,900	100
1956-----	6,505,200	69.7	1,867,600	20.0	625,000	6.7	163,000	1.7	175,000	1.9	9,335,800	100
1957-----	5,083,600	67.2	1,658,200	21.9	594,000	7.9	52,300	.7	175,000	2.3	7,563,100	100
1958-----	4,563,700	59.2	2,144,700	27.8	751,900	9.8	98,900	1.3	150,000	1.9	7,709,200	100
1959-----	4,773,600	53.4	2,934,700	32.8	988,800	10.8	75,700	.9	187,800	2.1	8,940,600	100
1960-----	4,927,100	58.8	2,314,900	27.6	863,000	10.3	75,900	.9	204,500	2.4	8,385,400	100
1961-----	3,853,000	52.0	2,444,000	33.0	895,300	12.1	40,600	.5	181,600	2.4	7,414,500	100
1962-----	4,099,200	48.2	3,074,900	36.2	1,104,000	13.0	53,000	.6	169,000	2.0	8,500,100	100
1963-----	3,776,900	43.5	3,247,300	37.4	1,355,600	15.8	71,100	.8	214,600	2.5	8,675,500	100
1964-----	4,014,000	42.6	3,431,300	36.4	1,637,700	17.4	90,500	1.0	244,500	2.6	9,418,000	100
Grand total-----	48,595,100	-----	24,886,100	-----	9,415,300	-----	863,600	-----	1,902,000	-----	85,662,100	-----
Average for period-----	4,859,510	56.7	2,488,610	29.1	941,530	11.0	86,360	1.0	190,200	2.2	8,566,210	100

¹ Private volume 1955 to 1959 determined by subtracting total public from total for year.

² O. & C. cut 1955 to 1956 derived from Bureau of Land Management data on sales and cut by fiscal years. 1957 to 1964 data from BLM.

³ Estimated for 1955 to 1958.

NOTE.—Data from Pacific Northwest Forest and Range Experiment Station, Portland, Oreg., and Oregon State Forestry Department, Salem, Oreg.

Table 5 shows that the full allowable cut was attained on the national forests of Washington for the first time in 1963. Table 6 shows the full allowable cut was attained on national forests in Oregon for the first time in 1959. Never before had the Forest Service been able to achieve its sustained yield goal of forest management by both selling and harvesting its full allowable cut in our two States until the last 5 years. The primary reason for previous failure to meet this objective of forest management and to allow the national forests to play their part, as Congress decreed, in the Oregon-Washington timber economy, was lack of timber access roads.

TABLE 5.—*Actual timber cut compared with allowable annual cut for national forests in Washington, 1955-64*

[Thousand board feet, log scale]

Calendar year	Actual timber cut	Allowable annual cut	Percentage of allowable cut harvested
1955.....	874, 600	1, 043, 100	84
1956.....	839, 000	1, 118, 100	75
1957.....	749, 500	1, 289, 900	58
1958.....	889, 600	1, 305, 500	68
1959.....	1, 256, 400	1, 311, 100	96
1960.....	1, 061, 300	1, 318, 700	80
1961.....	1, 042, 300	1, 321, 100	79
1962.....	1, 228, 200	1, 341, 100	92
1963.....	1, 364, 800	1, 332, 400	102
1964.....	1, 475, 100	1, 332, 400	111
Total.....	10, 780, 800	12, 713, 400	-----
Annual average, 1955-64.....	1, 078, 080	1, 271, 340	85

Source: Division of Timber Management, U.S. Forest Service, Portland, Oreg.

TABLE 6.—*Actual timber cut compared with allowable annual cut for national forests in Oregon, 1955-64*

[Thousand board feet, log scale]

Calendar year	Actual timber cut	Allowable annual cut	Percentage of allowable cut harvested
1955.....	1, 694, 500	1, 852, 500	91
1956.....	1, 763, 600	1, 904, 400	93
1957.....	1, 541, 600	2, 057, 000	75
1958.....	2, 034, 200	2, 303, 100	88
1959.....	2, 796, 300	2, 387, 100	117
1960.....	2, 264, 300	2, 481, 900	91
1961.....	2, 625, 600	2, 600, 900	101
1962.....	2, 875, 300	2, 799, 900	103
1963.....	3, 038, 000	2, 948, 400	103
1964.....	3, 167, 100	2, 973, 600	106
Total.....	23, 800, 500	24, 313, 800	-----
Annual average, 1955-64.....	2, 380, 050	2, 431, 380	98

Source: Division of Timber Management, US. Forest Service, Portland, Oreg.

Table 7 compares the proportion of the allowable cut, both harvested and sold by west-side national forests in Washington and Oregon for 1964. It shows that four of the forests sold more than their allowable cut and the remaining four fell below. With relatively good markets and the extra efforts made to get out the 1962 blowdown timber, the actual cutting of the full allowable cut was obtained on eight forests and nearly attained on the other two.

TABLE 7.—*Comparison of allowable cut, actual cut and sales for west-side national forests region 6, 1964*

[Thousand board feet]

National forest	Allowable annual cut	Volume cut	Percentage allowable cut harvested	Volume sold	Percentage allowable cut sold
Oregon:					
Mount Hood.....	330,000	307,300	93.1	305,200	92.5
Rogue River.....	176,400	232,200	131.6	185,100	104.9
Siskiyou.....	190,900	224,200	117.4	256,300	134.2
Siuslaw.....	334,000	429,400	128.6	367,800	110.1
Umpqua.....	357,000	379,500	106.3	349,400	97.9
Willamette.....	622,600	616,300	99.0	589,500	94.7
Washington:					
Gifford Pinchot.....	381,100	413,400	108.5	335,700	88.1
Mount Baker.....	164,300	197,500	120.2	214,400	130.5
Olympic.....	343,200	401,000	116.8	322,800	94.1
Snoqualmie.....	228,600	231,000	101.0	205,200	89.8

Source: Division of Timber Management, U.S. Forest Service, Portland, Oreg.

Reason for the constantly improving record of timber sale and harvest on the national forests in Oregon and Washington is apparent from table 8. The allocation of appropriated road funds available for the national forests of Oregon and Washington has risen almost steadily. Although the appropriated road funds jumped in the last 2 years, the road and trail 10 percent automatic appropriation continues to be important as its increases are directly related to the steadily improved timber access road situation of the last decade. The increased road mileage has permitted more of the allowable cut to be sold and harvested. This has increased the revenue and created more 10 percent money for extending the timber access road system further. Also, both authorizations and appropriations for forest development roads have been steadily rising as both the Public Works and Appropriations Committees of the Congress have recognized the necessity for making the national forests accessible so that their full allowable cut could be sold and harvested under good forestry practice.

TABLE 8.—*Road moneys allocated to region 6, U.S. Forest Service, 1956-65*

Fiscal year	Forest development, road and trail appropriations	Road and trail 10-percent fund
1956.....	\$3,884,932	\$3,817,978
1957.....	2,470,000	5,463,564
1958.....	1,777,265	5,659,160
1959.....	2,164,153	4,613,246
1960.....	3,327,638	6,564,761
1961.....	4,174,228	7,580,300
1962.....	6,034,017	6,536,483
1963.....	6,013,973	7,214,148
1964.....	12,510,220	7,580,280
1965.....	19,799,428	8,448,972

¹ Includes \$4,850,000 for December 1964 flood damage repair.

Source: Division of Fiscal Control, U.S. Forest Service, Portland, Oreg.

But still by far the major share of the timber access road system has been built by timber purchasers as part of their contracts to harvest national forest timber. Table 9 shows the importance of timber sale purchaser construction on the national forests of Washington and Oregon. It shows that 93 percent of the mileage of timber access roads in the past decade has been built by the forest industry as part of its national forest timber purchase contracts. During the same period the Government has spent directly less than \$68 million of the \$362 million invested in timber access roads on the national forests in the two States.

TABLE 9.—*Timber access road construction, region 6, U.S. Forest Service, 1956–65*

Fiscal year	Constructed by	Miles	Cost
1956.....	Purchaser.....	1,120.5	\$17,937,475.00
	Government ¹	119.0	4,651,513.59
1957.....	Purchaser.....	1,382.6	20,344,678.74
	Government ¹	57.2	4,652,022.49
1958.....	Purchaser.....	1,393.1	23,488,485.03
	Government ¹	33.4	7,351,525.39
1959.....	Purchaser.....	1,484.1	26,644,366.00
	Government ¹	84.2	5,417,769.71
1960.....	Purchaser.....	1,641.4	31,372,209.25
	Government ¹	66.6	3,285,469.52
1961.....	Purchaser.....	1,707.8	34,472,578.08
	Government ¹	74.8	5,283,597.17
1962.....	Purchaser.....	1,844.4	35,038,662.00
	Government ¹	74.6	5,572,866.00
1963.....	Purchaser.....	1,938.1	36,545,800.00
	Government ¹	130.3	8,033,777.00
1964.....	Purchaser.....	1,553.0	32,396,854.00
	Government ¹	238.9	11,278,938.00
1965.....	Purchaser.....	2,178.6	36,297,300.00
	Government ¹	315.2	12,273,504.00

¹ Forest development roads.

Source: Division of Engineering, U.S. Forest Service, Portland, Oreg.

In our 1958, 1960, 1962, and 1964 statements to your committee on this subject we stated that, while we were supporting reenactment of the biennial authorization for forest development roads and trails at the levels called for in the administration bills amending the Federal-Aid Highway Act, we would support any amount shown necessary by evidence submitted to the committee.

The Industrial Forestry Association supports enactment of the authorizations for forest development roads and trails for the fiscal years ending June 30, 1968, and June 30, 1969, as called for by section 5(4) of H.R. 14359, introduced by Chairman Fallon, except that we favor amending this section so that the amount authorized brings the forest development road and trail program back in line with the 10-year program approved by the administration in 1962. This would assure continued sale and harvest of the full allowable cut of the national forests and any increased allowable cuts resulting from new inventories which realistically reflect the improved technology of the wood-using industries.

The report of this committee on the Federal-Aid Highway Act of 1964 stated that roads have a direct and controlling influence on management, protection, utilization and development of the national forests. It cited the specific benefits of an adequate road system: (1) protection from fire, insects, and disease; (2) recreational opportunities, including hunting and fishing; (3) timber sales that support dependent communities; and (4) facilitation of salvage of timber damaged or killed by windstorm, fire, insects, and disease.

In the last few years several significant trends have drastically reduced the effectiveness of the road construction dollar from the standpoint of national forest management and development. Responding to the increasing recreational use of the national forests, the Forest Service has adopted higher standards of road design and construction to accommodate the convenience and safety of its increased number of visitors. This has greatly increased road construction and maintenance costs over those anticipated when the 10-year road program was adopted. The additional attention being given to keeping roadsides esthetically attractive has also added significantly to the costs. Consequently, it is essential to authorize substantial increases in road appropriations if the level of national forest management, protection, development, and use is to keep pace with previously approved road plans designed to satisfy the desire of our citizens for recreation and the needs of hundreds of communities dependent on national forest timber and other resources for their economic well-being.

As in 1958, 1960, 1962, and 1964, we would again seek the committee's serious consideration of our recommendation that the authorization for forest development roads and trails be segregated into two items; namely (a) construction, and (b) maintenance. This is essential to assure the authorization of adequate funds to maintain the ever-increasing mileage of the permanent timber access and other

roads on the national forests. Segregation of the two main items in our opinion would assist the Appropriations Committees in their analysis and justification of the Forest Service budget request for road funds.

We also note that section 7 of H.R. 14359 authorizes standby authority for emergency repair of roads and trails which have been seriously damaged by natural catastrophes. After our flood disaster experience in Oregon, Washington, California, and Idaho in December 1964 and January 1965, we compliment the committee on this provision. It will make unnecessary special legislation for disaster relief, such as your committee so helpfully provided in 1965.

We again appreciate the opportunity of supporting reenactment of the biennial authorization of funds for timber access roads and would be glad to provide the committee with any further information desired on this subject from our operating region in Oregon and Washington.

Mr. CLEVELAND. I want to ask one question. On page 2 of your prepared statement, you state that the annual value of forest crops is two and a quarter billion. Is that the national?

Mr. HAGENSTEIN. No, sir; that is just the value of it for us in the States of Washington and Oregon.

Mr. CLEVELAND. What is the figure nationwide?

Mr. HAGENSTEIN. Close to \$20 billion. Your own State, of course, is a significant contributor to that.

Mr. CLEVELAND. Thank you, Mr. Chairman.

Mr. HAGENSTEIN. In answer to one of the questions Mr. Sullivan raised, I would like to make one thing clear for the record we are making here today, and that is no one really cares who builds the roads as long as they are built.

Now, one suggestion that I made previously to the committee, I would like to make it once more, and that is that you give serious consideration to segregating the authorization into A and B items; A for construction and B for maintenance. Because as we extend the road system, as we are, by thousands of miles, the increased need for maintenance is apparent. It seems to me the Appropriations Committee could do a much better job if you did have the segregation between authorization of construction and maintenance. This is the little cloudy area now and a tremendous amount of the money authorized now has to go into maintenance. It is increasing each year as the mileage of road system increases.

The last point I would like to make, Mr. Chairman, is that with reference to section 7 of the bill, which authorizes emergency repairs of roads seriously damaged by natural catastrophes. I think this is a very excellent addition to the authorization and I want personally on behalf of the industry I represent, to thank particularly Mr. Jones of Alabama, Mr. Clausen of California, and Mr. Johnson of California, all members of this committee, who helped us, along with you gentlemen, so much last year in passing the bill which meant so much to preventing unemployment in our part of the country. I am glad to see you have standby authority in this bill.

We support the statements made by these other gentlemen with respect to an authorization of \$170 million for fiscal years 1968 and 1969, and I appreciate very much having the opportunity of meeting with you again. Thank you.

Mr. KLUCZYNSKI. That completes your statement?

Mr. HAGENSTEIN. Yes, it does.

Mr. KLUCZYNSKI. Now, we come to my very good friend, Mr. Watt.

We are going to be called any minute for an important rollcall and I want to sit here and listen to you folks as long as I can.

Mr. WATT. Mr. Chairman, it would probably take me about 10 minutes to read this or I can ad lib it faster than that if you would like it.

Mr. KLUCZYNSKI. All right.

STATEMENT OF ROLLAND WATT, REDDING, CALIF.

Mr. WATT. Mr. Chairman and other members of the committee, gentlemen, my name is Rolland Watt. I reside at Redding, Calif. I want to center your attention on a matter which is outside the language of H.R. 14359 but which is vitally connected to the use of the money which would be authorized for forest roads and trails by H.R. 14359. This subcommittee first explored the matters to which I refer at a hearing in San Francisco on November 30, 1964. The matter involves the issue of whether or not the United States, acting through the Forest Service, should as a matter of equity reimburse a private landowner for a share of the cost in roads built at his expense on national forest land when the roads are subsequently utilized for the transportation of national forest timber. I am not talking about roads built by timber sale purchasers, since these are paid for by Government timber.

I will use my own case as an example because it is one I know best. However, please be assured that this is an issue which affects many landowners, particularly in the West, where there is so much checkerboarded intermingling of private and national forest land.

To begin with, it may be of interest to you gentlemen to know how such blocks of intermingled timber are opened up by roads. The alternatives to either the Forest Service or the private owner are the same. The main roads can be constructed in advance or they can be constructed segment by segment as they are needed. Advance construction would require considerable outlay of cash, usually not available to either the Forest Service or the private owner, so, of necessity, the road system is developed piecemeal by either owner or by the purchasers of timber from them. Subsequent timber removals make use of the main roads which have been already constructed. Thereafter, additional main roads to harvest the next volumes of timber in turn are constructed until a system of main roads is completed for the entire tract.

Whenever such roads are constructed by the Forest Service, the total amount of timber, both public and private, that would be hauled over the roads is estimated and a portion of the road development costs is assigned to the private timber. Thereafter, whenever any private timber is hauled, it pays a fee of so much per thousand board feet. The collection of this fee continues until the share of the road costs ascribed to private timber is amortized. However, up until the enactment of Public Law 88-657—16 U.S.C. 532-538—a private landowner who had constructed roads on national forest lands for the purpose of harvesting timber on his own lands would have constructed such roads under special use permits. The special use permits made no provision for payment by the Forest Service of any share in the costs of constructing the road. This was true even though it was ap-

parent from the beginning that the road so constructed would have utility for harvesting national forest timber.

Public Law 88-657 has substantially changed that situation. Now, whenever a private landowner undertakes construction of a road across national forest land and it is apparent that the road will have utility not only for the harvest of private but also for the harvest of national forest timber, the Forest Service will undertake to bear a proper share of the construction costs in practically every case. So far, however, the Forest Service has not seen fit to agree to the sharing of costs for roads built pursuant to special use permit prior to Public Law 88-657 on national forest lands. This is so even though the Forest Service has acknowledged that there never was any legal prohibition against their undertaking at the time of issuing a special use permit against such cost sharing.

My own case is a good illustration. I, along with my deceased partner's family, own about 20,000 acres of timber land in northern California which is in checkerboard ownership with U.S. Forest Service lands. At this point, I would like to refer you to the plats showing these lands, with national forest lands shown in green and our lands in orange.

Now, our lands are in orange color and Forest Service is in green. I don't know whether you can see the colors on these roads, but the roads in black are roads constructed across our lands and other private lands, and those in red constructed across the Forest Service lands. You can see back through there [indicating] the labor through the joint road will be coming up through here.

Mr. KLUCZYNSKI. You may proceed, Mr. Watt. We will ask questions later.

Mr. WATT. Each block represents a section, or about 1 square mile of land. The main roads are shown in red on Forest Service lands and in black on our lands and other private lands. There remain only two short roads to complete the network of main roads needed for harvesting all the timber—both public and private—in this area. I should mention at this point that, except for a small volume of timber removed last year, no national forest timber has yet been harvested from this area. We have constructed all the roads over both own own and national forest land in these three townships over the past 12 years. When I say we have constructed these roads, I mean that our timber has paid for them because, on each sale of timber, we reduced the price to compensate the purchaser for road construction he would perform.

A small portion of the roads which have been constructed by us since 1964 were built under a share-cost agreement with the Forest Service; this means that the Forest Service will pay a share of the cost of those roads. However, for all the roads built prior to that time, we are told that we can expect no recovery of any share of the cost for portions of the road lying on national forest lands. To us and to all of the forest products industry, this seems to be a most inequitable result. It is inequitable because, if the shoe had been on the other foot, the Forest Service would have recovered a share of the cost of construction for roads it built on private lands. It is inequitable because the Forest Service, as a matter of policy, following enactment of Public Law 88-657, has been willing to agree to share costs for roads built initially

at private expense on national forest lands. But, most of all, it is inequitable because the Forest Service has always had the legal authority to undertake cost sharing of roads built on its lands; it simply chose not to exercise that authority when it issued special use permits.

The inequity is heightened by the fact that, in addition to the commercial uses that will be made of these roads, we now see extensive public recreational uses also developing. In our case, the recently completed Pacific Gas & Electric Co. Pit McCloud project includes the Iron Canyon Reservoir—

Mr. KLUCZYNSKI. Would you put the balance of your statement in the record, Mr. Watt?

Mr. WATT. Yes, sir.

Mr. KLUCZYNSKI. We will have both the statement in part and in full in the record. Mr. Sullivan would like to ask you a question.

(The prepared statement of Rolland Watt is as follows:)

STATEMENT OF ROLLAND WATT, REDDING, CALIF.

Chairman Kluczynski and other members of the committee, gentlemen, my name is Rolland Watt. I reside at Redding, Calif. I want to center your attention on a matter which is outside the language of H.R. 14359 but which is vitally connected to the use of the money which would be authorized for forest roads and trails by H.R. 14359. This subcommittee first explored the matters to which I refer at a hearing in San Francisco on November 30, 1964. The matter involves the issue of whether or not the United States, acting through the Forest Service, should as a matter of equity reimburse a private landowner for a share of the cost in roads built at his expense on national forest land when the roads are subsequently utilized for the transportation of national forest timber. I am not talking about roads built by timber sale purchasers, since these are paid for by government timber.

I will use my own case as an example because it is one I know best. However, please be assured that this is an issue which affects many landowners, particularly in the West, where there is so much checkerboarded intermingling of private and national forest land.

To begin with, it may be of interest to you gentlemen to know how such blocks of intermingled timber are opened up by roads. The alternatives to either the Forest Service or the private owner are the same. The main roads can be constructed in advance or they can be constructed segment by segment as they are needed. Advance construction would require considerable outlay of cash, usually not available to either the Forest Service or the private owner, so, of necessity, the road system is developed piecemeal by either owner or by the purchasers of timber from them. Subsequent timber removals make use of the main roads which have been already constructed. Thereafter, additional main roads to harvest the next volumes of timber in turn are constructed until a system of main roads is completed for the entire tract.

Whenever such roads are constructed by the Forest Service, the total amount of timber, both public and private, that would be hauled over the roads is estimated and a portion of the road development costs is assigned to the private timber. Thereafter, whenever any private timber is hauled, it pays a fee of so much per thousand board feet. The collection of this fee continues until the share of the road costs ascribed to private timber is amortized. However, up until the enactment of Public Law 88-657 (16 U.S.C., secs. 532-538), a private landowner who had constructed roads on national forest lands for the purpose of harvesting timber on his own lands would have constructed such roads under special use permits. The special use permits made no provision for payment by the Forest Service of any share in the costs of constructing the road. This was true even though it was apparent from the beginning that the road so constructed would have utility for harvesting national forest timber.

Public Law 88-657 has substantially changed that situation. Now, whenever a private landowner undertakes construction of a road across national forest land and it is apparent that the road will have utility not only for the harvest of private but also for the harvest of national forest timber, the Forest Service

will undertake to bear a proper share of the construction costs in practically every case. So far, however, the Forest Service has not seen fit to agree to the sharing of costs for roads built pursuant to special use permit prior to Public Law 88-657 on national forest lands. This is so even though the Forest Service has acknowledged that there never was any legal prohibition against their undertaking at the time of issuing a special use permit against such cost sharing.

My own case is a good illustration. I, along with my deceased partner's family, own about 20,000 acres of timberland in northern California which is in checkerboard ownership with U.S. Forest Service lands. At this point, I would like to refer you to the plats showing these lands, with national forest lands shown in green and our lands in orange.

Each block represents a section, or about 1 square mile of land. The main roads are shown in red on Forest Service lands and in black on our lands and other private lands. There remain only two short roads to complete the network of main roads needed for harvesting all the timber—both public and private—in this area. I should mention at this point that, except for a small volume of timber removed last year, no national forest timber has yet been harvested from this area. We have constructed all the roads over both our own and national forest land in these three townships over the past 12 years. When I say we have constructed these roads, I mean that our timber had paid for them because, on each sale of timber, we reduced the price to compensate the purchaser for road construction he would perform.

A small portion of the roads which have been constructed by us since 1964 were built under a share-cost agreement with the Forest Service; this means that the Forest Service will pay a share of the cost of those roads. However, for all the roads built prior to that time we are told that we can expect no recovery of any share of the cost for portions of the road lying on national forest lands. To us and to all of the forest products industry, this seems to be a most inequitable result. It is inequitable because, if the shoe had been on the other foot, the Forest Service would have recovered a share of the cost of construction for roads it built on private lands. It is inequitable because the Forest Service, as a matter of policy, following enactment of Public Law 88-657, has been willing to agree to share costs for roads built initially at private expense on national forest lands. But, most of all, it is inequitable because the Forest Service has always had the legal authority to undertake cost sharing of roads built on its lands; it simply chose not to exercise that authority when it issued special use permits.

The inequity is heightened by the fact that, in addition to the commercial uses that will be made of these roads, we now see extensive public recreational uses also developing. In our case, the recently completed Pacific Gas & Electric Co. Pit McCloud project includes the Iron Canyon Reservoir and the McCloud Reservoir, which are served by our roads. The Forest Service is developing and supervising recreational facilities on these small lakes and I can assure you that the roads we have constructed will be of tremendous value in this development. They are wide, graveled, high standard roads.

I want to stress to this committee today the need for legislation requiring payment for an appropriate share of the costs of roads built at private expense on Government land when such roads are used for the benefit of the public for national forest lands. The record of the hearings before this committee in San Francisco on November 30, 1964, will reflect that I then testified in support of an industry proposal for just such legislation. I also cited part of the legislative history of Public Law 88-657 which appears at page 25 of the hearing record. I quoted from the Senate committee report on the bill, which bill this committee had considered and which became Public Law 88-657, as follows:

The committee therefore recognizes the principle of compensable interest in roads constructed at private expense on Government lands where such roads are used for commercial purposes by the Government or other persons than the builder.

The problem of assuring such compensable interest has not been solved by this legislation and will therefore be kept under the continuing consideration of the committee.

I urge therefore that this committee, either in connection with H.R. 14359, or separately as it deems appropriate, give full and serious consideration to this needed legislation.

I might point out in closing that little or no appropriations will be required for paying a share of the costs in roads constructed by private operators on national

forest land. The Forest Service can simply allocate to each timber sale making use of the road the timber's share of the road costs.

I thank you for the opportunity to appear before you today.

Mr. SULLIVAN. This is for clarification. You are talking about roads that you built yourself; is that right?

Mr. WATT. That is right.

Mr. SULLIVAN. You are talking here on page 4, you say:

Most of all, it is inequitable because the Forest Service has always had the legal authority to undertake cost sharing of roads built on its lands; it simply chose not to exercise that authority when it issued special use permits.

I am not familiar with special use permits. Does the special use permit require the Federal Government to pay any money for road construction?

Mr. WATT. I think Mr. Crowell can give you the details on this better than myself. I know the basics.

Mr. CROWELL. It does not.

Mr. SULLIVAN. So legally, the Forest Service is exactly within its right; is that correct?

Mr. CROWELL. That is correct.

Mr. SULLIVAN. We have been discussing previously here this question of total Federal construction of these roads. Assume that this was authorized in some manner by this committee and came into law. What would be wrong with the Forest Service taking over Mr. Watt's road and paying him for the physical depreciated value of the roads? Would that satisfy his position?

Mr. CROWELL. Yes; it would. We are talking only now about the portions of those roads which were built by Mr. Watt on national forest lands.

Mr. SULLIVAN. Right.

Mr. CROWELL. There is no problem any longer, because of Public Law 88-657.

Mr. SULLIVAN. This was a situation in existence before the public law came into being?

Mr. CROWELL. That is right.

Mr. KLUCZYNSKI. We will have to go to the House to a very important rollecall. I am sure we will be back here by 4 o'clock. I would like to complete the hearing this afternoon.

Maybe we can finish it now. The next witness is Mr. Larry Mills. Do you have a statement, Mr. Mills?

Mr. MILLS. I have an oral statement. I think Governor Smylie very adequately covered the State of Idaho and its problems this morning; if I could make a couple of comments I would like to do that.

Mr. KLUCZYNSKI. If you have a prepared statement, we will be happy to put it in the record.

Mr. MILLS. I can submit one if you will.

Mr. KLUCZYNSKI. Go ahead.

STATEMENT OF LARRY MILLS, BOISE CASCADE CORP.

Mr. MILLS. Members of the committee, I am Larry Mills from Boise, Idaho, director of the governmental affairs for Boise Cascade Corp., and I represent here an association of natural resources within the State of Idaho. I think, as do my colleagues here at this table, that this is a good business investment in the management of natural

resources by the Federal Government in increasing the amount of money that would be available for main-line forest access roads.

One thing on which I would like to comment concerns Congressman Clausen's questions a while ago, concerning the type of people that are supporting this legislation. At least in my State of Idaho, and this is an interesting development because sometimes we don't agree very much on anything, we do not have one single organization in the State of Idaho that opposes this legislation and the increase in the appropriations. And this is from AFL-CIO and labor to associated industries with granges, to all types of civic units, each and every one of them in the State. And as far as I know there is not one adverse statement by anybody in opposition to this because we think that this is vitally important for our State.

If we do not get an increase in these appropriations, there are going to be some towns in the State of Idaho—and I am sure in many of the western States—that will no longer have operating units of sawmills within their towns.

Thank you, very much, Mr. Chairman, for your courtesy to me and to the other members.

(The full statement follows.)

STATEMENT OF W. L. MILLS, BOISE, IDAHO

Mr. Chairman and gentlemen of the subcommittee, my name is Larry Mills. I am from Boise, Idaho. I am director of governmental affairs of Boise Cascade Corp. I sincerely appreciate this opportunity to appear before your subcommittee on a matter of vital importance to the Pacific Northwest as well as all the other public land areas of the United States.

Governor Smylie has very ably stated the case of Idaho in this morning's session as had Congressman Hansen, who appeared with him and introduced him to the subcommittee. First, I would like to say that I fully endorse statements of my colleagues at the table who have urged increased authorizations for forest roads. Like these people, I believe that an investment by the U.S. Government is good business in the management of land resources of the Federal Government. I am sure it is an investment in management that will pay handsome returns to the Federal Government in the sale of timber resources for many years to come.

I believe it is important for me to state, especially as it refers to my State of Idaho, that this endeavor to gain additional funds through the U.S. Congress has the full support of every organization in the State of Idaho. I do not know of one exception. A request for more funds for trunkline, main line roads has the support of chambers of commerce throughout the State and enumerable service clubs. Organized labor in the State of Idaho is a supporter of additional moneys. Associated industries representing all segments of industries within the State has taken a strong stand and urged that additional funds be forthcoming. As far as I know, there is not one group in the forest products industry or one organization within this industry that opposes additional forest roads. Public officials are in full support of this program. The Idaho State Legislature, of which I am a member, has in the last two sessions passed without a dissenting vote memorials urging that Congress give greater support to the forest road system.

The reason for this concern, I am sure, is that unless additional funds are forthcoming from the Federal Government to build a main line road into the forests, there will be extremely adverse economic results occur in Idaho; that is, the closing of sawmills throughout the State because timber will not be able to be brought to the mills. The funds for forest roads in many of the Western States during the last few years have been used to a great extent for repair of the road damage due to natural disasters such as the floods we have had in this general area. There is absolutely no opportunity for an adequate extension of the forest roads system under the present amount of money which was given for forest roads.

It would seem incumbent on the Congress of the United States to supply additional road funds so that better management may occur in the national forest

under the multiple-use concept. If the amount of money is taken from the general fund as suggested in Senator Jordan's amendment, all the users of the national forest will be involved in paying for the building of the main line roads. Senator Jordan's amendment would increase from \$85 to \$170 million for fiscal year 1968 and from \$110 million in fiscal year 1969 to \$170 million. This seems to us to be a sensible way of handling the problem.

I quote Senator Jordan as follows:

"New forest roads are avenues to new production, new employment, new tax revenues, new conservation applications, and new recreational opportunities. I am convinced that the time to build these roads is now."

I hope that the members of this subcommittee will impress upon their colleagues in the House of Representatives the reasons for making this substantial increase in funds to provide good management of the timber resources of the United States. The waste involved in the forested areas at the present moment is appalling, and it seems extremely wasteful to allow millions of board feet of timber each year to disintegrate and decay without any effort made to harvest this material and put it to some beneficial use. There is no question that there are more trees going to rot and being devoured by insects in some areas of the West than are now being put through the mills in the areas. As I stated earlier, I think this is a sound investment by the Federal Government in the management of the resources for which the Federal Government is responsible.

In closing I would like to express seven reasons that I feel should be brought before the committee in the request for additional funds for forest roads from general fund appropriations:

1. The movement of lumber to market will allow a full annual allowable cut to be made. Timber is no longer close in many areas to the main highways and cities. It is not uncommon in our State that log hauls are now reaching 100 miles.
2. It will allow livestock to be taken by truck to summer range and return in the fall. As you know, there are strong objections to the old fashioned cattle drives, picturesque as they may be.
3. There are many new methods of controlling fire, but there still must be ground control, and in many places at the present time it is impossible to move rapidly into these areas which have been struck by fire.
4. The selective cutting of diseased, fungus- and insect-infested, and over-matured timber is highly important in timber management.
5. Better forest roads will make for more competitive bidding on timber contracts. At the present time, many small operators are precluded from bidding because of the amount of money involved in building roads.
6. General fund money for forest roads will allow the county to receive their full 25 percent of the return, as was intended in the original concept of the return of moneys to the counties involved. Road funds will not be taken out of this return and, in effect, the counties will not be subsidizing forest roads.
7. It will give access to hunters, fishermen, hikers, recreationists, picnickers, and so forth. People coming to the public lands will find roads built to higher standards and maintained in the manner in which they should properly be.

Again, I want to express my appreciation to the committee for allowing me to appear at this time.

Mr. KLUCZYNSKI. Thank you. If you have any additional information, or something you want to put in the record, we will hold the record open for about 10 days.

Mr. MILLS. Thank you, Mr. Chairman.

Mr. KLUCZYNSKI. All right, Mr. Sullivan.

Mr. SULLIVAN. Mr. Brennan has done some work on Mr. Cliff's statement of yesterday and come up with some interesting figures for the edification of the committee.

Mr. Brennan indicates the Kennedy program for 1963 to receive—to authorize—10 years was a total of \$1,212 million. Plans through 1967 were \$509 million. Actual money used is \$340 million, leaving a shortage of a total of \$169 million, which is Mr. Cliff's figure.

Mr. CLAUSEN. Bringing it up to date.

Mr. SULLIVAN. We take the total plans through 1972, \$1,212 million, actually through 1967 is \$340 million, for the balance needed to com-

plete is \$872 million. You have a number of years to complete of 5, so your amount per year complete is \$174.4 million, by Mr. Brennan's figures, which is fairly close to what Senator Jordan is talking about in round figures, \$170 million. More interesting, this is where the \$170 million comes from. If the rate proposed in the bill is used, it will take about 10 more years to complete.

Mr. CLAUSEN. I think the comment that counsel has provided clearly points to the fact that the requests of this group that is now appearing before the committee is very close, is very responsible and I would hope, Mr. Chairman, we can look forward to considering this type of amendment.

I personally intend to offer an amendment when we get to that, when we reach the opposition, up to at least this \$170 million.

I would be concerned about, and I don't know we have enough time, but could you give me a quick résumé, Mr. Crowell, on the attitude of your industry as to whether this would be an inflationary recommendation?

Mr. CROWELL. We think not, Mr. Clausen, for the reason that it would be an investment by the Nation which would generate a great deal of employment, with subsequent tax money available from such employment. For that reason we do not feel that an appropriation of this sort would have a long-term inflationary effect. In fact, it would have the opposite over the long term because it would tend to make available more timber. Thus the supply of wood products would be greater, and the price of lumber, plywood, paper, and all of the many products that come from wood, would be lower as a result of the greater supply.

Mr. CLAUSEN. In effect, it would be a most responsible investment in orderly economic development of these areas.

Mr. CROWELL. We think so.

Mr. KLUCZYNSKI. Gentlemen, we don't want to rush you. We have business we have to get back to. It has been a pleasure to have you before this committee.

Again I want to say you have very fine gentlemen from the great Northwest and they will take care of the problems that you people are speaking about. I wish I could make a trip out there again in the near future, because I have enjoyed every minute of it.

Mr. CROWELL. On behalf of all of us, thank you.

Mr. KLUCZYNSKI. The hearings don't wind up here; we will continue this, and I want you to know every member of the committee will go over the testimony presented this morning.

The meeting is adjourned until 10 o'clock tomorrow morning.

(Whereupon, at 3:35 p.m., the hearing was adjourned.)

(The following was furnished for insertion:)

FUREY, FUREY & BENNETTS,
Salmon, Idaho, April 21, 1966.

HON. JOHN C. KLUCZYNSKI,
Chairman, Subcommittee on Roads,
House Committee on Public Works,
Washington, D.C.

DEAR MR. CHAIRMAN: The following is information we would like to submit for the record in support of the testimony of Dr. Horace H. Koessler before your committee. This is information prepared by the people of Salmon, Idaho, concerning the road needs in the Salmon National Forest and the benefits which would accrue to this area if the roads are built.

We feel that this information might be of value to the committee as an example of the economic impact which an expanded forest road system in one national forest could have on one community in that national forest area.

This letter is accompanied by a large Forest Service map of the Salmon National Forest. The various areas referred to in this letter are keyed to the map by number. The other information on the map and in the legend of the map is self-explanatory.

AREA 1—TWELVE MILE CREEK

Twenty miles of road are needed in this area, the estimated cost of which would be \$200,000. Resource development resulting from this road construction would be as follows:

(a) *Grazing*.—Three hundred cattle from six ranches are licensed to graze in this area. Management of the grazing area would be considerably improved.

(b) *Mining*.—Two deposits of copper and gold ore are known to be in this area. Lack of roads has delayed exploration work.

(c) *Timber*.—Forty million board feet of timber would become available. Estimated value of consumer products manufactured from timber at \$100 per thousand is \$4 million. Annual loss from fire, insects, and old age is estimated at 2 million or a value of \$200,000.

(d) *Recreation*.—(1) Twenty miles of fishing stream opened to use; (2) 30,000 acres of good hunting area opened to use; and (3) 5 possible camp and picnic sites made available.

(e) *Protection and management*.—(1) Loss from fire, insect, and old age in timber reduced 75 percent by proper harvest; (2) better management in grazing use will be accomplished; and (3) better management of game herds. Elk and deer occupy the area.

AREA 2—LAKE CREEK

Twenty miles of road needed. This road should be a high standard road, the estimated cost of which would be \$400,000.

(a) *Recreation*.—(1) This road would serve Williams Lake, a well-known fishing, water sports, and resort area. Williams Lake now has one resort which is served by a low-standard toll road on private land. With construction of the above-mentioned public road an additional resort can, and very probably will, be constructed on national forest land.

(2) Six miles of good fishing stream will be opened up.

(3) Williams Lake now provides considerable boating but could support a large increase in this activity.

(4) Ten thousand acres of good hunting area will be opened up.

(5) Three camp and picnic sites will become available for development.

(b) *Timber*.—Twenty million board feet of timber would be developed the estimated value of which is \$2 million. Annual loss from fire, insects, and old age estimated at 1 million board feet with an estimated value of \$100,000.

(c) *Protection and management*.—(1) Loss in timber to fire, insects, and old age can be reduced about 75 percent; (2) better management of grazing in the area; and (3) better management of game herds in the area.

AREA 3—IRON CREEK

Fourteen miles of road needed the estimated cost of which is \$114,000.

(a) *Timber*.—Twenty-eight million board feet would be developed, the value of which is estimated at \$2,800,000. Annual loss to fire, insects, and old age estimated at 1.4 million board feet the estimated value of which is \$140,000.

(b) *Recreation*.—(1) Four possible camp and picnic areas would be made available for development; (2) 8 miles of fishing stream will be opened; (3) a loop route for snowmobile enthusiasts will be provided for winter sport; loop route will also be provided for summer sightseeing; and (4) 10,000 acres of good hunting will be opened.

(c) *Protection and management*.—(1) Better management of game in the area; (2) will reduce annual timber loss by 75 percent by making it possible to harvest diseased and infected timber now in the area; (3) improve effectiveness of fire control; and (4) improve management of grazing of 100 cattle now licensed in the area.

AREA 4—BIG DEER CREEK

Twenty miles of road needed at an estimated cost of \$300,000.

(a) *Mining*.—Three large deposits of copper and cobalt known to be in this area. The area has been diamond drilled. This ore deposit is a continuation of the deposit which has been mined for a number of years at the well-known cobalt mine. Depending on the market for cobalt and copper this could be a substantial mineral development. This additional road would be necessary to open up these new ore deposits.

(b) *Timber*.—Sixty million board feet of timber in this area would be made available by this road. This timber is heavily infected with insects and will become unmarketable in a short time if not harvested. The value of this timber at \$100 per thousand is \$6 million. The annual loss from insects at the present rate of 10 percent per annum is 6 million feet or an annual loss of \$600,000 each year that this timber is not harvested.

(c) *Recreation*.—(1) Twenty miles of fishing streams opened to fishing; (2) 50,000 acres of good hunting area opened (deer, elk, and mountain sheep); (3) five good camp and picnic sites made available for development; and (4) large scenic, mountainous, and wilderness-type area opened up at the head of Big Deer Creek.

(d) *Grazing*.—None.

(e) *Protection and management*.—Loss of timber from fire, insects, and old age can be reduced at least 75 percent by harvesting. Fire loss can be reduced by better access. Road will provide better game management through better control of game harvest.

AREA 5—CLEAR CREEK-GARDEN CREEK

Twenty-four miles of road needed at a cost of \$240,000.

(a) *Mining*.—None.

(b) *Timber*.—Fifty-eight million board feet of an estimated value of \$5,800,000. The annual loss from fire, insects, and old age is estimated at 2.5 million board feet for an annual dollar loss of \$290,000.

(c) *Recreation*.—(1) Twenty miles of fishing stream opened. (2) Four good camp and picnic sites made available for development. (3) This route would lead to the famous Bighorn Craggs scenic area. Tremendous potential for making highly scenic area available for motoring public.

(d) *Grazing*.—Very limited, mostly pack and saddle stock.

AREA 6—EBENEZER CREEK

Seven miles of road needed at an estimated cost of \$35,000.

(a) *Timber*.—Twenty million board feet the estimated value of which is \$2 million. Annual loss from fire, insects, and old age is 1 million board feet or an estimated annual dollar loss of \$100,000.

(b) *Recreation*.—Limited. About the only recreational use would be hunting and sightseeing.

(c) *Grazing*.—None.

(d) *Protection and management*.—Road would reduce timber loss by 75 percent. Would also reduce chances of fire spreading in this area to either Colson Creek which is of high value or Owl Creek with very high timber and recreational potential.

AREA 7—OWL CREEK

Thirty miles of road needed at an estimated cost of \$300,000.

(a) *Timber*.—Eighty million board feet of an estimated value of \$8 million. Annual loss from fire, insects, and old age 4 million board feet or an estimated annual dollar loss of \$400,000.

(b) *Grazing*.—None.

(c) *Recreation*.—(1) Twenty-five miles of fishing streams will be opened; (2) 100,000 acres of good hunting area opened up; (3) 10 camp and picnic areas will be made available for development; and (4) a loop route for sightseeing from Salmon into Montana and back to Salmon could be opened up.

(d) *Mining*.—Three deposits of gold ore are known to be in the area. Lack of transportation has held back development.

AREA 8—INDIAN CREEK

Fifteen miles of road needed at an estimated cost of \$150,000.

(a) *Mining*.—Four deposits of copper and gold are known to be in the area. Roads are needed for development and exploration of these deposits.

(b) *Timber*.—Thirty million board feet with an estimated value of \$3 million. Annual loss due to old age, insects, and fire, 1.5 million board feet with an estimated annual dollar loss of \$150,000.

(c) *Recreation*.—(1) Ten miles of fishing streams opened up; (2) 30,000 acres opened to hunting; (3) four camp and picnic sites opened for development; and (4) large area opened to general sightseeing.

(d) *Protection and management*.—Annual timber loss can be reduced 75 percent by proper harvesting and better fire protection. Game can be managed on a controlled basis.

AREA 9—PINE CREEK-STORMY PEAK

Twenty miles of road needed at an estimated cost of \$200,000.

(a) *Grazing*.—Very limited.

(c) *Recreation*.—(1) Ten miles of fishing streams opened; (2) four camp and picnic sites made available for development; (3) one Girl Scout lodge on the edge of the area needs a better road for better access and safety reasons; (4) 20,000 acres opened to hunting of elk and deer; and (5) a large area opened up to general sightseeing.

(d) *Timber*.—Fifty million board feet in the area with an estimated value of \$5 million. Annual loss to fire, old age, and insects, 2.5 million board feet with an estimated value of \$250,000.

(e) *Protection and management*.—Annual timber loss can be reduced 75 percent by proper harvest. Fire control will be benefited. Game management can control numbers on the range by better harvesting with better access.

AREA 10—MOOSE CREEK

Twenty miles of road needed at an estimated cost of \$160,000.

(a) *Mining*.—Three gold, copper, and thorium deposits are known to exist in the area. Lack of transportation has held up development.

(b) *Timber*.—Twenty million board feet of timber available with an estimated value of \$2 million. Annual loss from insects and old age is 400 thousand board feet with an estimated value of \$40,000.

(c) *Recreation*.—(1) Fifteen miles of fishing streams opened up; (2) three camp and picnic sites opened for development; and (3) loop route to old mining camps in Leesburg Basin. Possible loop road for snowmobile sports. Twenty thousand acres opened to hunting.

(d) *Protection and management*.—Annual loss from timber reduced 50 percent. Fire control improved. Better range management for both game and cattle. Four hundred cattle use the area from six ranches. Elk and deer summer and winter in the area.

AREA 11—WITHINGTON CREEK

Eight miles of road needed at an estimated cost of \$80,000.

(a) *Mining*.—One large partially developed copper deposit in the area. Further development would be possible with improved access.

(b) *Timber*.—Six million board feet of timber with an estimated value of \$600,000. Annual loss to insects and old age is 180 thousand board feet with an estimated annual dollar loss of \$18,000.

(c) *Grazing*.—Two hundred cattle from four ranches use the area. Grazing management would be improved.

(d) *Recreation*.—(1) Twenty thousand acres opened to hunting.

(2) Five miles of fishing stream opened.

(3) Excellent potential for ski area development. Ski experts including former president of Pacific Northwest Ski Association say this is one of the best potential ski areas in the Salmon Forest. This could be a very large ski resort and is within a very short driving distance of Salmon.

AREA 12—HAYNES CREEK

Eight miles of road needed at an estimated cost of \$40,000.

(a) *Grazing*.—Three hundred cattle from four ranches use the area. Grazing management would be improved by better access.

(b) *Mining*.—No known deposits.

(c) *Timber*.—Twelve million board feet with an estimated value of \$1,200,000. Annual loss from insects and old age, 360,000 board feet with an estimated annual dollar loss of \$36,000.

(d) *Recreation*.—(1) Six miles of stream opened to fishing; (2) one camp and picnic site opened for development; and (3) 10,000 acres opened to hunting of deer and elk.

(e) *Protection and management*.—(1) Loss of timber can be reduced 75 percent by proper harvesting; (2) grazing administration will be improved; (3) game harvest and control will be assured; and (4) recreation, while limited, will be improved.

There are two main arteries of travel on the Salmon National Forest that will carry the traffic load from all of the above spurs:

1. The Panther Creek Road from the mouth of Morgan Creek to the Salmon River via Cobalt, a distance of 65 miles. This road will carry all timber, ore, and recreation travel west of Salmon to U.S. 93 on the Salmon River. It is the access road to the cobalt mine at Cobalt, Idaho. This road should be improved and hard topped at an estimated cost of \$20,000 per mile or a total estimated cost of \$1,300,000.

2. The Salmon River Road from the town of North Fork on Highway 93 down the Salmon River to the Middle Fork of the Salmon River, a distance of 50 miles. This road should be hard topped as a safety measure for several thousand car-days of use each year by recreationists as well as a route for timber harvest. Cost, \$20,000 per mile, or a total cost of \$1 million.

SUMMARY

1. *Roads*.—Three hundred and sixteen miles at a total estimated cost of \$4,069,000.

2. *Timber*.—Volume of timber made available for harvest, 424 million board feet, with an estimated value of \$42,400,000. Loss and destruction of marketable timber would be reduced from \$2,288,000 annually to \$572,000 annually.

3. *Recreation*.—(a) Miles of streams opened to fishing, 159; (b) acres opened to hunting, 300,000; (c) camp and picnic sites opened for development, 43; (d) resort sites opened for development, 2; (e) ski development opened, 1; (f) loop roads in miles, 64; (g) the total visits to the Salmon Forest in 1965 were 250,000. Most of this use is concentrated at present along U.S. Highway 93 on the Salmon River, Panther Creek in the Cobalt area, and Idaho Highway 28 on the Lemhi River.

4. *Mining*.—Transportation routes for 15 known ore deposits. Estimated potential jobs: Cobalt, 300 men; Big Deer Creek, 300 men; Indian Creek, 200 men; Withington Creek, 100 men; Moose Creek, 50 men; Pine Creek, 100 men plus 9 small operations.

5. *Grazing*.—Administration improved for 1,100 head of cattle.

6. *Protection and management*.—The protection and management of the entire Salmon National Forest consisting of 1,768,100 acres would be improved. Management of 11,000 cattle on the forest and 10,000 sheep on the forest would be improved. The present allowable annual cut of timber of 27.8 million board feet could be increased to the potential allowable annual cut figure of 69 million board feet.

7. *Equipment needed*.—State and forest engineers figure 25 percent of road construction costs are for equipment. Heavy equipment useful life is placed at 10 years. Contractors figure complete replacement on this basis. They figure the actual cost of doing the various jobs, then add 25 percent for replacement of heavy equipment. We are informed that the major part of this equipment expense eventually ends up in the midwestern and eastern parts of the United States.

Potential man-hour increase if full potential timber harvest is realized

The lumber companies in this area have made careful breakdown computations of the man-hours required for the logging and milling operations as follows:



FOREST SERVICE MAP CLASS 1
 1957-1958
 1957-1958
 1957-1958

• REVISED OF 1949 EDITION

Man-hours per thousand board feet-----	5
Mill:	
Man-hours per thousand board feet-----	6
Man-hours per million board feet-----	500
Logging:	
Man-hours per thousand board feet-----	600
<hr/>	
Total man-hours of labor per million board feet from the forest to the time it leaves the mill-----	11,000

If the present 27 million operable annual cut permitted by the Forest Service plan were increased to the potential 69 million annual cut which could be realized by the building of the roads suggested above there would be an increase in the Salmon River area of 418,000 man-hours annually. The annual man-hours of employment to produce the entire potential 69 million annual cut which is envisioned by the Forest Service management plan would be 759,000 man-hours.

Man-hour increase during the haul to market and selling phase of timber activities

Lumber companies in this area have computed that hauling the manufactured forest products to market requires 2 man-hours per thousand board feet or 2,000 man-hours per million board feet. The man-hours required to haul 69 million board feet to market each year is 138,000 man-hours per year. The companies have also computed that the man-hours required to sell forest products at wholesale and retail is 2 man-hours per thousand board feet or 2,000 man-hours per million board feet. The man-hours required for this part of the operation under a 69 million annual cut plan is an additional 138,000 man-hours per year.

Total employment, woods to consumer, of an annual cut of 69 million board feet:

	<i>Man-hours annually</i>
Production-----	759,000
Haul to market-----	138,000
Sell-----	138,000
<hr/>	
Total-----	1,033,000

Road construction work would be in addition to the above.

The above estimates and figures can be absolutely defended. The potential is there and the potential for increase in all of the multiple-use activities of the Forest Service with the construction of the suggested conservation trunk-line roads in the Salmon National Forest is tremendous.

We appreciate having had the opportunity to submit this information, and our views, and we sincerely hope that the Congress will see fit to initiate an expanded forest road program in the Salmon National Forest and in other, similar areas.

Respectfully yours,

SHERMAN F. FUREY, Jr.

FEDERAL-AID HIGHWAY ACT OF 1966

THURSDAY, APRIL 21, 1966

HOUSE OF REPRESENTATIVES,
COMMITTEE ON PUBLIC WORKS,
SUBCOMMITTEE ON ROADS,
Washington, D.C.

The subcommittee reconvened, pursuant to recess, at 10:13 a.m., in room 2167, Rayburn Building, Hon. John C. Kluczynski (chairman) presiding.

Mr. KLUCZYNSKI. The Subcommittee on Roads of the House Public Works Committee will please come to order.

We will resume hearings on H.R. 14359 this morning, a bill, by request, by our great Chairman, Mr. Fallon.

Before calling on the first witness, I have some letters and some statements to be made a part of the record.

The first one is the AAA, the American Automobile Association.

If there are no objections, that will be made a part of the record.

Also a telegram sent to Mr. Beckwith, of Texas; also a resolution of the Southern Idaho Forestry Association; resolution of the American Public Works Association; and a statement from our colleague, George F. Senner; and also a statement of the Honorable Wendell Wyatt, of Oregon.

If there is no objection, they will be made a part of the record.

(The documents above referred to follow:)

AMERICAN AUTOMOBILE ASSOCIATION,
Washington, D.C., April 20, 1966.

HON. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Roads,
Committee on Public Works,
House of Representatives,
Washington, D.C.*

DEAR MR. KLUCZYNSKI: Enclosed is my statement on behalf of the American Automobile Association on the Federal-Aid Highway Act of 1966, H.R. 14359, by Congressman Fallon.

It is respectfully requested that the enclosed statement be made a part of the official proceedings of the subcommittee and that it be included in the printed hearings.

A copy of the enclosed statement is being distributed to Committee Chairman Fallon and to each member of the subcommittee. We are also furnishing additional copies to your staff.

Sincerely,

GEORGE F. KACHLEIN, Jr.,
Executive Vice President.

STATEMENT OF GEORGE F. KACHLEIN, JR., EXECUTIVE VICE PRESIDENT, AMERICAN
AUTOMOBILE ASSOCIATION

Mr. Chairman, on behalf of the American Automobile Association and its close to 10 million motorist members, we express our appreciation for this oppor-

tunity to submit comments and views on H.R. 14359 known as the "Federal-Aid Highway Act of 1966."

As this committee knows, the AAA throughout the years has been one of the prime movers and supporters of Federal aid for highways dating back to the early 1900's. We have, in the past, and continue to support the principle of Federal-State cooperation in this important field.

Our comments and recommendations are directed not only to H.R. 14359, but also to the trust fund deficit and the administration's financing proposals.

TRUST FUND DEFICIT

The Department of Commerce in its 1965 cost estimate submitted to the Congress indicated the Federal share for completion of the Interstate System to be \$42 billion. The AAA estimates the Federal share to be at least \$47 billion. This difference between the Department of Commerce cost estimate and the AAA estimate is based on the following two additional cost factors:

Higher construction costs, 1963-72-----	<i>Billion</i> \$4
Design changes (additional traffic lanes and interchanges, 4 laning 2-lane segments)-----	1
Total-----	5

The cost of completing the 41,000-mile National System of Interstate and Defense Highways has been, from the very beginning, underestimated. At the outset, the price tag, based on admittedly hurried estimates, was placed at \$27 billion. Later when it appeared these roads would cost an average of \$1 million a mile, the cost soared to \$41 billion. In 1965, the Commerce Department's cost estimate was placed at \$46.8 billion with the Federal share indicated as \$42 billion, which, as we previously pointed out, is underestimated by at least \$5 billion.

The 1965 cost estimate which is based on 1963 construction costs does not take into consideration subsequent increases in construction prices which reflect the inflation spiral nor does it include costs of future design changes such as additional traffic lanes and interchanges including the four-laning of sections originally planned for two lanes.

ADMINISTRATION'S FINANCING PROPOSALS

The Secretary of the Treasury and the Secretary of Commerce on behalf of the administration have submitted their recommendations to the Congress for meeting the trust fund deficit. These recommendations are now pending before the House Ways and Means Committee.

The administration proposes increases in truck taxes and a 5-month extension of the trust fund so as to bring in additional revenues estimated as follows:

	<i>Millions</i>
Increase in diesel fuel taxes (4 to 6 cents)-----	\$700
Increase in truck use taxes (graduated scale)-----	900
Extension of trust fund 5 months-----	1,500
Total-----	3,100

The administration also recommends financing the Highway Beautification Act of 1965 and the now-pending "Traffic Safety Act of 1966" from the trust fund by transferring to the trust fund amounts equal to 1 percent passenger car excise tax.

Assuming adoption of the administration's additional revenue proposal, we are of the opinion that the revenue to be provided will fall short by as much as \$3.4 billion of meeting actual needs.

AAA RECOMMENDATIONS

Specifically the AAA recommends:

1. That forest highways on the Federal-aid highway systems should continue to be financed out of general funds rather than from the highway trust fund. Involved is an authorization of \$33 million for fiscal year 1968 and \$33 million for fiscal year 1969.

2. That public lands highways on the Federal-aid highway systems should continue to be financed out of general funds rather than from the highway trust fund. Involved is an authorization of \$7 million for fiscal year 1968 and \$7 million for fiscal year 1969.

3. That the cost of financing the Highway Beautification Act of 1965 beyond the highway right-of-way be financed out of general funds rather than the highway trust fund.

In this connection we suggest that the Secretary of Commerce in cooperation with the Secretary of Interior be required to submit his estimate of the cost of the highway beautification program both within and beyond the highway right-of-way. We suggest that the Secretary of Commerce cooperate with the Secretary of Interior since we consider highway beautification beyond the right-of-way as a conservation measure which more properly falls within his Department.

The AAA considers landscaping within the right-of-way as a part of construction and thus a legitimate charge against the highway trust fund. However, we do not consider landscaping, acquisition of scenic easements, etc., beyond the right-of-way as a proper charge against the highway trust fund.

4. That the Highway Safety Act of 1966 be financed out of general funds and not from the highway trust fund.

AAA policy is opposed to the use of highway trust fund money for any purpose other than the acquisition of rights-of-way, the construction of highways, and the administrative expenses of the Bureau of Public Roads.

The AAA does not believe that highway safety and highway beautification programs should be lumped together in one financing package. We do not see any justification for automatically equating highway safety with highway beautification.

AAA also is opposed to any Federal excise taxes on private passenger cars, their accessories and parts.

In our recent testimony before other congressional committees on the Highway Safety Act of 1966 we recommended that the initial financing be on a 2-year basis covering fiscal years 1967-68 rather than for a 6-year period and that the necessary funds be provided from general funds and not the highway trust fund.

We also recommended that the Secretary of Commerce be required to make a survey of the States regarding their financial ability to meet the safety standards to be set under the Baldwin amendment and to report his findings and recommendations to the Congress within 2 years from the date of enactment.

5. That the present diesel fuel tax be increased from 4 to 6 cents per gallon as recommended by the administration.

6. That the annual tax of \$3 per thousand pounds of gross weight now imposed on the use of trucks and buses with a gross weight in excess of 26,000 pounds be increased on a graduated basis as recommended by the administration.

7. That the Congress reject all proposals to divert highway trust fund moneys for purposes other than construction, acquisition of rights-of-way and the administrative costs of the Bureau of Public Roads.

In this connection we would draw to your attention H.R. 10126 currently pending before this very committee which would give the States and local communities a blank check to divert as much money as they chose from the highway trust fund to subsidize mass transit.

A measure of this type reflects the thinking on the part of all too many people who apparently regard the highway trust funds as a bottomless barrel of money when the fact is that the fund is rapidly running out of resources.

8. That the committee requests the Bureau of Public Roads to submit as soon as possible its estimate of additional costs anticipated as a result of future expected increases in the cost of construction, design changes, etc., not now covered in the 1965 cost estimate.

Upon receipt of such information the committee will then be in a position to provide adequate authorizations to complete the interstate highway program.

AAA believes that authorizations will have to be extended by about one year beyond the 5-month extension recommended by the administration provided that the new revenue measures sought by the administration are enacted.

Attached is the text of pertinent AAA policy and resolutions.

POLICY AND RESOLUTIONS OF AMERICAN AUTOMOBILE ASSOCIATION

THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

Importance of Interstate System

Because of the importance of the National System of Interstate and Defense Highways to the Nation's economic welfare, to the national defense, and to interstate commerce and travel, the AAA urges orderly, continuous development of this system to the end that, *insofar as practicable*, it be brought to simultaneous completion in all the States in accordance with the intent of Congress as expressed in the Federal-Aid Highway Act of 1956 as amended. [Emphasis added.]

DIESEL FUEL TAX RATE DIFFERENTIAL

The major justification for the motor fuel tax as a highway user tax is that it provides the best practical measurement of extent of highway use.

Since diesel-powered vehicles are capable of substantially greater miles per gallon ratios than gasoline-powered vehicles with the same general weight class and operational characteristics, AAA calls upon the Congress and State legislatures to adjust the tax on motor fuel so as to provide an appropriate differential whereby fuel tax payments of diesel-powered vehicles will more nearly approximate the highway cost responsibility of such vehicles.

AAA rejects the theory that a tax rate differential as between gasoline and diesel fuel constitutes a tax on efficiency. Such a claim is inapplicable to the basic theory and justification for motor fuel taxation, i.e., consumption as a measure of use.

DISTRIBUTION OF TAXES AMONG HIGHWAY USERS

The U.S. Department of Commerce has submitted its final report to the Congress regarding the proportional share of highway costs occasioned by vehicles of different sizes and weights, in accordance with the requirements of section 210 of the Highway Revenue Act of 1956.

The American Automobile Association urges that Congress promptly consider the findings of this report and enact such legislation as to bring about an adjustment in the total Federal highway user tax payments, so that payments made by the different classes of users more equitably reflect their cost responsibilities.

CENTER, TEX., April 19, 1966.

HON. LINDLEY BECKWORTH,
House of Representatives,
Washington, D.C.:

Subcommittee of the House Committee on Public Works meets April 19, 20, and 21 to hear Federal-Aid Highway Act, 1966. Development of forest recreational facilities highly depend upon forest and road and appropriation in this act. Urge you contact Hon. Jim Wright, member of subcommittee, and other members subcommittee. Amounts as requested fiscal year 1967, \$85 million and fiscal year 1968, \$115 million, are urgently needed. Development of Toledo Bend area and east Texas highly dependent on these Forest Service roads. Request your support be made a part of the record of the hearing.

MANN PINKSTON,
Vice President, Farmers State Bank.

SOUTHERN IDAHO FORESTRY ASSOCIATION,
Boise, Idaho, April 18, 1966.

HON. GEORGE H. FALLON,
Chairman, House Public Works Committee,
House Office Building, Room 1304,
Washington, D.C.

DEAR CONGRESSMAN: Attached is a resolution adopted by the Southern Idaho Forestry Association at their annual meeting held in Boise, Idaho, on April 15, 1966.

The forest product industries are a most important segment of the economy of the State of Idaho and these industries are dependent upon the federally owned forest lands for their raw materials. The lack of an adequate transportation system on these lands has become a most serious handicap to the orderly harvest of these resources and their proper management.

Funds spent on these roads will be returned many times to the U.S. Government through the increased value of the many resources that will be made available.

We respectfully seek the serious consideration and support of your committee in seeking increased funds for the needed development of a minimum multiple-use transportation system in our national forests.

Very sincerely,

ROBERT D. HAYES, *Secretary.*

RESOLUTION (PROPOSED DRAFT)

Whereas vast areas of our national forest lands in the West are virtually unused and unprotected due to the continuing lack of convenient and economic access; and

Whereas this deficiency not only prevents the effective management and utilization of the many material resources of the lands such as timber, forage, fish and wildlife and impedes their protection against the ravages of disease, pests, fires and floods, but also precludes recreational travel and the benefits of superlative outdoor recreational pursuits including hunting, fishing, camping, etc., on some of the most beautiful lands in the Nation; and

Whereas the traditional procedure of requiring the resource user to provide road access under timber sale contracts or otherwise is no longer adequate or suitable for the type of high-quality, primary road that is needed for multiple-use management; and

Whereas this type of primary access road would not only constitute a vital link in the major highway systems of the United States, now on an accelerated rate of construction, but would also open up tremendous areas for more efficient resource management and utilization for the benefit of all the people of the Nation: Now, therefore, be it

Resolved, That the Idaho Conference on Resource Conservation and Outdoor Recreation recommends that the Congress of the United States enact with all deliberate speed the necessary legislation to authorize the financing of primary forest management roads from the general funds of the U.S. Treasury and to provide an appropriation commensurate with the urgency of the demonstrated needs.

We further recommend that the U.S. Forest Service be authorized and directed by this legislation to designate the location, prepare the plans and set the specifications for these forest management roads and be required to give adequate notice and hold hearings on such plans and specifications in the areas or localities directly affected.

AMERICAN PUBLIC WORKS ASSOCIATION

SOUTHERN CALIFORNIA CHAPTER, *April 6, 1966.*

The members of the Southern California Chapter, American Public Works Association did by unanimous acclamation, at its regular quarterly meeting of March 17, 1966, in Los Angeles, Calif., pass the following resolution:

RESOLUTION

Whereas the interstate and defense highway program under the present Federal law terminates in October 1972; and

Whereas on that date there will be more than one-half of the California Freeway and Expressway System remaining for completion; and

Whereas the Legislature of the State of California in enacting chapter 1062, statutes 1959, did state, "It is hereby declared to be essential to the future development of the State of California to establish and construct a statewide system of freeways and expressways and connections thereto * * *"; and

Whereas in the 1956 Highway Act the Congress recognized the importance of long-range highway planning through provision of orderly financing over a period of several years; and

Whereas it is essential to plan 8 years ahead for the ordinary accomplishment of a program; and

Whereas the continuation of an equally vigorous program is essential to the completion of the freeway and highway system in California through which the overall benefits may be realized: Therefore be it

Resolved, That the Southern California Chapter of the American Public Works Association urges the Congress at the earliest possible date to establish a policy of the Federal Government for a continuing highway program after 1972; and further be it

Resolved, That such a program preserve the method of financing such as established by the trust fund whereby the taxes of the users are collected and dedicated to highway purposes.

Resolved, That copies of this resolution be directed to those Members of the Congress representing the citizens of the State of California, and to the members of the Senate Committee on Public Works, and the House Committee on Public Works.

Pursuant to the membership's directive, this resolution is respectfully submitted.

AMERICAN PUBLIC WORKS ASSOCIATION,
SOUTHERN CALIFORNIA CHAPTER,
C. F. BRISCOE, *President*.

HOUSE OF REPRESENTATIVES,
Washington, D.C., April 21, 1966.

Hon. JOHN KLUCZYNSKI,
Chairman, Subcommittee on Roads, Public Works Committee,
House of Representatives.

DEAR MR. CHAIRMAN: Like so many Americans across the Nation I am deeply concerned with a particular provision in H.R. 14359, the Federal Highway Act of 1966—specifically section 5(4) which deals with the forest roads and trails program.

I would very much have liked to appear in person before your distinguished subcommittee today, but circumstances have compelled me to return to my Third Congressional District in Arizona.

Accordingly, I would appreciate having the attached statement made an official part of the hearing record.

With kind regards, I am,

As always,

GEORGE F. SENNER, Jr.

STATEMENT OF CONGRESSMAN GEORGE F. SENNER, JR., THIRD DISTRICT OF ARIZONA

Mr. Chairman and distinguished members of the subcommittee, my Third Congressional District in the State of Arizona encompasses vast amounts of Federal land among which are all or part of 12 Indian reservations (including the Navajo Reservation which is the largest in the United States), national monuments, Taylor Grazing Act lands, and national forests.

These areas are a playground and sightseeing destination of millions of Americans. Scenic wonders abound and the livelihood of thousands of Arizona citizens depend on the proper utilization of these Federal lands. There are five national forests in my district containing 8,768,727 acres of federally owned land. These lands yield approximately 290 million board feet of timber per year and support seasonal grazing of 105,000 cows and 55,000 sheep. Recreational visits amount to approximately 8,327,000 per year and this use is year round for both winter and summer recreation. Hunters harvest deer, elk, and wild turkey; and fishermen are drawn to the lakes and streams within these lands. The forest lands are also the primary watersheds for many streams serving irrigation and water power or water needs of the area.

As is evident the economy of the people in my district is closely linked to the economy of the Federal lands and as a result, tied to the reasonable development

and multiple uses of these areas. A prime requisite of sound forest improvement is an adequate network of roads which permit ready access to timber stands for necessary harvesting, fire protection, recreation, and other multiple uses of the forest.

Many stands of virgin timber in Arizona are still inaccessible. While many other stands have been made accessible for timber harvesting, a large number of the roads constructed in the past are substandard from the standpoint of multiple-use needs. Reconstruction of these roads, built for single use requirement, and new construction of others, must be undertaken right now if the projected demands on the forested public lands are to be met.

A number of communities are dependent on the waters or grazing resources and all the communities benefit from the recreational resources available either directly or through the money spent by the tourist visitors. An adequate road system unlocks all these resources, making them available to the benefit of the local, State, and Federal community as a whole. Proper management and protection of the watersheds alone require an adequate road system and these watersheds are absolutely vital to the continued growth of Arizona.

The need for road and trail development in the national forests is admittedly great. At past levels of authorization, these needs are not being met. In the seven National forests in Arizona there are 10,539 miles of forest developed roads, most of which must be improved to meet presently foreseen multiple-use needs. The total estimate of required work on these roads is \$275,406,000.

In 1962, the President presented to the Congress a development program for the national forests which contained a 10-year development program for roads and trails in the national forests covering the period of 1963 through 1972. The proposed 10-year program for Arizona is \$45,268,000 for construction and \$5,880,000 for maintenance which represents only a modest 18 percent of our actual needs. During the period 1963 through 1967, the planned construction program was about \$19 million. Authorizations available for this 5-year program were only \$12,605,000 or 66 percent of the planned program.

Without adherence to the minimum objectives of the road development program there can be no really sound timber management in Arizona and the national forests will suffer in many respects. Some remote stands cannot be logged profitably if the timber operation must bear the full cost of access roads. Volumes per acre and timber quality are low and logging costs are high in relation to current market prices for timber. However, when road construction is financed on the basis of benefit to all uses served, present and future, a greater area will become feasible to log.

An important conservation factor should be considered: 114 million board feet of sawtimber is killed annually in the forests of Arizona by disease, insects, fire and other agents. This volume is equivalent to 25 percent of the gross growth of sawtimber. Salvage of this volume is largely dependent upon an adequate road system. The presence or absence of transportation facilities also controls the effectiveness of measures for protecting the forests from fire, insects, and disease and thereby reduces or increases the mortality.

More than 4,000 people, directly employed in Arizona's forest industry, have an economic stake in the furtherance of this road development program for the simple reason their jobs are involved. Thousands of others in forest-dependent communities have a collateral interest. Add to these, with a direct economic concern, the many thousands of Arizonans who look to the national forests for recreational facilities and the need for an adequate road system becomes inescapably evident.

I think the full amount of the program should be implemented. At the present rate of authorizations it will take about 20 years to complete the roads and trails program and about 40 years to complete the highways program.

Accordingly, I respectfully ask this distinguished subcommittee to authorize \$169 million for each of the fiscal years 1968 and 1969 which is the planned level of authorizations to implement the 10-year development program.

Thank you for your consideration.

STATEMENT OF HON. WENDELL WYATT, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF OREGON

Mr. Chairman, I am submitting this statement with reference to section 5(4) of H.R. 14359 which would authorize the appropriations for forest development roads and trails for the fiscal years ending June 30, 1968, and June 30, 1969.

My district includes significant parts of two large national forests which support many communities where the logging of timber and the processing of forest products are the main source of basic employment. It is axiomatic that these vast Federal properties can't play their part in our economy unless they are accessible.

The importance of selling and harvesting the allowable cut each year which is entirely dependent upon access, is twofold. First, failure to harvest it is poor forestry on the part of the Government and poor business from the standpoint of employment and payrolls in the dependent communities.

In 1961, the administration set forth a 10-year program for road construction in the national forests and it has fallen behind its timetable. Therefore, I would like to suggest the committee's serious consideration of authorizing sufficient funds in H.R. 14359 for the next 2 fiscal years so that the forest development roads can be built on schedule. Unless the road system is pushed steadily ahead, the Forest Service will be unable to market the full allowable cut which could only have adverse effects on employment in my district.

My constituents and I have greatly appreciated the steady support for the development of an adequate system of timber access roads by your committee and I appreciate having an opportunity to add my support to your worthwhile endeavors in that regard.

Mr. KLUCZYNSKI. Now, the first witness this morning will be Maj. Gen. Louis W. Prentiss, U.S. Army (retired), executive vice president of the American Road Builders' Association.

General, will you kindly take the witness stand.

STATEMENT OF MAJ. GEN. LOUIS W. PRENTISS, U.S. ARMY (RETIRED), EXECUTIVE VICE PRESIDENT, AMERICAN ROAD BUILDERS' ASSOCIATION, WASHINGTON, D.C., ACCOMPANIED BY BURTON F. MILLER, DEPUTY

General PRENTISS. Mr. Chairman, with your permission, I would like to ask Mr. Burton F. Miller, my deputy, to accompany me at the table.

Mr. KLUCZYNSKI. It will be a pleasure to have Mr. Miller sit at your right.

You may proceed, General.

General PRENTISS. Mr. Chairman and members of the committee, my name is Louis W. Prentiss and I am the executive vice president of the American Road Builders' Association with headquarters in Washington, D.C.

Our organization, founded in 1902, has as its principal objective the promotion of measures calculated to bring into being a safe and efficient network of highways adequate to provide for the economic development of the Nation, the safety and convenience of the motoring public and the needs of the national defense.

The membership of our organization consists of public highway officials and engineers at the Federal, State, and local levels and representatives of all segments of the highway industry, including highway contractors, manufacturers, and distributors of construction equipment, producers and suppliers of highway materials and services, engineers in private practice and professors and students of highway engineering.

Mr. Chairman, I want to express my appreciation for the privilege of appearing before your distinguished committee to testify on the pending bill, H.R. 14359. In general, we support this legislation.

It would provide for the continuation of the Federal-aid ABC program at its present level of authorization for 2 more fiscal years.

It would authorize the use of the 1965 cost estimate as the basis for making the Interstate apportionments for fiscal years 1968 and 1969.

It would amend the schedule of authorizations for the completion of the Interstate System to bring this schedule of authorizations into conformity with the 1965 cost estimate.

These are matters of fundamental importance to the continuation of the Federal-aid highway program. I will discuss each of them briefly.

There can be but little question of the necessity for a continuation of the ABC program. The Federal-aid primary and secondary roads, with their urban extensions, extend into every section of the country and serve as economic lifelines. In every State, the improvement of these highways runs far behind the needs. Thousands of lives are lost each year in accidents which resulted, in part at least, from hazardous highway conditions—conditions which could be greatly alleviated through the reconstruction of the highways. I need not labor the point. It is self-evident.

The testimony presented to this subcommittee by other witnesses this week has called attention to the rising costs of highways.

These increased costs apply not only to the Interstate System, but to other highway construction as well. A billion dollars of Federal aid for the ABC program will not go as far in fiscal year 1968 and 1969 as it went in fiscal year 1965.

Higher standards of construction, as well as higher standards of safety and esthetics apply to ABC construction as well as interstate.

The objective of the 1956 Highway Act was to achieve a balanced highway program not limited to the completion of the Interstate System but also taking into account the needs of the regular Federal-aid systems. In order to keep the program in balance, an upward adjustment in the authorizations of the ABC program would be of great value.

Turning briefly to the next point, it is almost imperative that legislation be enacted authorizing the use of the 1965 cost estimate as a basis for making the fiscal 1968 and fiscal 1969 apportionments for the Interstate program. We are aware of testimony which has been presented to the subcommittee this week demonstrating the shortcomings of the 1965 cost estimate. We agree that the cost estimate is obsolete. It is, however, the only official cost estimate available at this date for the purpose of apportioning Federal-aid Interstate funds and, in our opinion, is acceptable for this purpose.

This brings me to the third major reason for our support of this legislation; namely, that it would amend the schedule of authorizations for the completion of the Interstate System to bring this schedule of authorizations into conformity with the 1965 cost estimate.

The Federal share of the cost of completing the Interstate System, according to the 1965 cost estimate, is \$4.9 billion greater than the amount which has been authorized by Congress. H.R. 14359 corrects this disparity by adjusting the schedule of authorizations.

Quite obviously, an adjustment in the revenue laws supporting the Highway Trust Fund is also urgently needed.

But this is another matter, provision for which is made in separate legislation.

Whatever disposition the Ways and Means Committee may make of the financing legislation, the Public Works Committee can accomplish a worthwhile objective by making the needed adjustment in the schedule of authorizations. Such an adjustment, if approved, would clearly reaffirm congressional intent to move forward toward the on-schedule completion of the Interstate System and would bring the financing problem into focus.

The apparent shortcomings of the 1965 cost estimate do present a problem. In our judgment, however, the Congress should move ahead on the basis of the 1965 cost estimate, with the understanding that further adjustments will be needed later.

Although we are all aware that the Federal-aid highway program is moving into a period of transition and readjustment, it is probably true that most of us are still clinging to some old concepts that need revision.

We have seen the completion of the Interstate System as our primary goal in highway development. There is a tendency to brush aside consideration of the post-1972 program with the thought that this is something that can be given attention after the completion of the Interstate System is assured.

The completion of the Interstate System is still a matter of top priority.

At the same time, the next phase of the highway development program, the post-1972 program, demands immediate attention.

The House Public Works Committee and its distinguished chairman have shown great leadership in this direction. Legislation passed by the House in 1963 authorized and directed the Secretary of Commerce, in cooperation with the State highway departments, to carry out a study of the future highway needs of the Nation and to report back to Congress by January 1967. This legislation was finally adopted last year, but, unfortunately, in a modified form. As enacted, as section 3 of Senate Joint Resolution 81, the legislation states "the sense of Congress that the Secretary of Commerce, acting under authority of existing law and through the Bureau of Public Roads, shall report to Congress in January 1968, and in January of every second year thereafter, his estimates of the future highway needs of the Nation."

This congressional mandate is too general. It does not spell out the need for relying on the cooperation of the State highway departments. And the date for the submission of the report, January 1968, is somewhat late.

It is still possible to obtain the report on our future highway needs by 1967. Much supporting material has already been submitted by the States and is in the hands of the Bureau of Public Roads. If January 1967 is now in an unrealistic deadline, then March of 1967 should be considered.

If Congress has the material in hand next year, it can consider the post-1972 highway program in relation to the present program. This is desirable, because it is becoming apparent that the two programs should be dovetailed together. It would be wasteful and inefficient to attempt to close out one program completely before the new program begins.

Whether we like it or not, the Interstate System will not be brought to completion simultaneously in all States. In some urban areas, the knotty problems of route location and Interstate design are subject to long delays. Some of these controversies will in all probability still be going on when other States are nearing the completion of their Interstate mileage. The completion of the Interstate System should not be geared to the rate of progress of the slowest States.

A more practical and realistic plan would permit States to complete their Interstate programs at the earliest possible date and to make a beginning on the program to follow.

How can this be accomplished?

First, as I have suggested, the deadline for the submission of the post-1972 needs study should be moved forward to 1967.

Second, the schedule of authorizations for the Interstate System should be increased to conform with the 1965 cost estimate, or even higher.

Third, sufficient financial flexibility in Federal aid should be provided to permit the States which are in a position to do so to accelerate the construction of their Interstate routes. This could be accomplished by a modification of the Byrd amendment, within the bounds of sound fiscal policy.

The highway and engineering industries today are ready, willing, and able to accelerate the pace of Interstate construction. Such highways as the John F. Kennedy Expressway in Maryland have been designed, built, and opened to traffic within a few years. The industry is well equipped, with ample reserve capacity, to take on any assignment that can be envisioned.

A few other comments seem appropriate.

Some concern has been expressed that the enactment of H.R. 14359 might have the effect of draining highway construction money from the Highway Trust Fund, should Congress fail to approve the legislation making special provision for beautification and safety money in the Trust Fund.

To guard against this eventuality, the legislation transferring the responsibility for the financing of the highway beautification and safety programs to the Trust Fund should carry the proviso that the transfer would not take place until the contemplated special financing is actually provided.

A somewhat similar concern has been expressed with regard to the proposed transfer to the Highway Trust Fund of the financing of the forest highways and public lands highways construction program. Our association is opposed to this transfer. The highways in question are built with 100-percent Federal funds and do not fit, logically, in the Federal-aid pattern.

Finally, any discussion of the possibilities of deferring or accelerating the construction of the Interstate System should take into account the very high cost of delay.

It is true, I suppose, that any sort of economic activity, whether it be manufacturing automobiles or growing wheat, or selling newspapers, or bulding highways, has a tendency to push prices upward, because any sort of economic activity involves a demand for materials which, in an inflationary economy, tend to be scarce.

Balanced against this fact of economic life, there is the fact that highways, urban highways especially, will never again be constructed as cheaply as they are today. In some of our crowded cities, we may, indeed, be enjoying our last opportunity to build freeways without resorting to tremendously expensive and unesthetic large-scale tunneling. The cost of real estate is going up, and it will continue to go up, because there is a fixed limit on the quantity of suitable land.

If the cost of the Interstate System is the obstacle to its completion, then we are digging ourselves into a deeper hole with every day's delay.

Meanwhile, to quote once again the often quoted statement of the late Thomas H. McDonald, "We pay for good roads whether we build them or not."

Considering only the direct benefits to highway users, the benefit-cost ratio of the Interstate System has been calculated by the Bureau of Public Roads to be 2.9; that is, \$2.90 of benefits returned for every dollar invested.

This calculation does not take into account the value of the lives needlessly lost, and the Interstate System, when completed, will save at least 8,000 lives per year. Neither does this calculation take into account the economic and social benefits—the so-called indirect benefits of the Interstate System. These benefits are, literally, incalculable, but they are known to be immense.

We continue to urge, therefore, the on-schedule completion of the Interstate System, giving full consideration to safety, social, and esthetic values as well as engineering. As a nation, we can ill afford to delay it.

Again, Mr. Chairman, we appreciate this opportunity to appear before this subcommittee.

Thank you.

Mr. KLUCZYNSKI. General Prentiss, it is a pleasure to have you before this committee. We are always willing to listen to your testimony. You have done a marvelous job this morning, again I wish to say in record time, with a 10-page statement.

The Chairman of the committee, I am sure, has questions of you or some comments, so the Chair at this time recognizes the Chairman of the full committee.

Mr. FALLON. Mr. Chairman, thank you for inviting me here this morning, not being a member of the subcommittee, only by ex officio capacity. I do want to congratulate the general, thank the general for the many times that he has been here, and for sharing his experience or knowledge on the subject, and the help that he has always been willing and able to give this committee.

I might say that the bill that we are considering this morning was introduced by me by request, and I make some reservations in some sections of it, which I think we will take up when we get into executive session.

Mr. KLUCZYNSKI. Counsel of the committee, Mr. Sullivan.

Mr. SULLIVAN. General, on page 3 of your testimony, you make reference to the fact previous testimony received before the subcommittee this week has called attention to the rising costs of highways. Then I note on page 4, you say that—

the cost estimate is obsolete, but you go on to say this is the only official estimate available at this date for the purpose of apportioning Federal-aid Interstate funds and, in our opinion, is acceptable for this purpose.

Would you elaborate on this statement a little further, General?

General PRENTISS. Well, we heard the testimony here day before yesterday, when I was present, to the effect that the cost estimate, predicated upon 1963 unit prices, was inadequate to complete the job, and that we could anticipate that the total cost might run maybe \$4 billion more than in the 1965 cost estimate.

Our position is that in the absence of an official cost estimate, that we probably should proceed during the next fiscal year and the one following, predicated upon the cost estimate, which is an official cost estimate; and that the Congress should call on the Bureau of Public Roads to submit at the earliest possible date, say by next January, a new cost estimate that will reflect these increased costs that were reported to us day before yesterday.

Mr. SULLIVAN. Well, this committee has already directed Mr. Whitton and Mr. Boyd to supply to it new figures, based on the figures that were brought out in the testimony of the last 2 days, and that information is supposed to be supplied to this committee as soon as practicable. Assuming that information is supplied in the next several weeks, and it indicates that the increase previous testimony pointed out is an accurate one and that the cost of this program would rise from \$42 to \$46 billion, and that at the same time—this is a lengthy question, General—no further funds will be available to take care of this increased cost, would you still be wedded to the position the Interstate System should be completed by 1972?

General PRENTISS. As we brought out in this statement here, we are of the opinion that the longer this program is delayed, the more it is going to cost. And, furthermore, that from a safety point of view, the greatest contribution that can be made to highway safety is completion of this program. And if, as the President has stated, the most serious problem that our country faces except Vietnam is the accident-prone highways that we have here, it would seem to me that we could go here on record as demanding that the funds be made available as quickly as possible in order to complete this thing on schedule.

Mr. SULLIVAN. I believe this committee would agree with that position, General. But from the viewpoint of practicalities, if no additional revenue is raised, and if this program is going to cost at least \$4 billion higher, then what do we do about the 1972 date if we cannot finance it? Do you think that is a sacred date that has to be maintained, in other words?

General PRENTISS. I do not think there is any magic to the 1972 date. I think that the program should be completed at the earliest possible and practical date. And of course if money is not going to be made available, that is a practical reason for not completing it on time.

Mr. SULLIVAN. General, there has been some concern, and rightly so, of the effect of changing the 1972 date to a later date as regards a number of progressive States, such as New York, Pennsylvania, Maryland, and California, who have been moving ahead with that program. This is no reflection on the other States. And I note that you call for this new cost estimate for 1972 by the States to come before the committee in January 1967 rather than January 1968.

Assuming the committee adopts that position and this report is received in January 1967 and proper action is taken by the Congress to implement this program so that there will be a continuation of this program beyond 1972, could not the progressive States that might finish in 1970 or 1971 continue on the road construction at the same keel they are at the present time?

General PRENTISS. This is basically why we feel this comprehensive report of post-1972 highway needs should be in January of 1967 instead of January of 1968.

Mr. SULLIVAN. We would have, then, General, a continuous road program; the other States who could not complete by 1972 could complete by 1973, 1974, or 1975?

General PRENTISS. I am of the opinion that even though the target date is set at 1972, that there will be numerous States that will not have their actual construction completed by that time. But I think we should have the authorizations so that they can go forward with the construction as rapidly as possible.

Mr. SULLIVAN. General, we are all in agreement with that. I am glad to hear you say if it can be done, there are States that can complete by 1972, but if we could work out this after-1972 study to keep the program going, and continue the Highway Trust Fund at the same time, it would not affect some of these other States who are moving ahead at a more rapid rate.

General PRENTISS. I think that is our position.

Mr. SULLIVAN. General, on page 3, you refer to the ABC system, which is the backbone of this program, and you indicate in your statement that:

These increased costs apply not only to the Interstate System, but to other highway construction as well. A billion dollars of Federal aid for the ABC program will not go as far in fiscal years 1968 and 1969 as it went in fiscal year 1965.

Higher standards of construction, as well as higher standards of safety and esthetics apply to ABC construction as well as interstate.

Those two paragraphs puzzle me a bit as to what the intent is. Would you elaborate on that?

General PRENTISS. When we speak of the increase in highway costs, they are basically predicated upon about three factors: One is the unit prices for labor, one is the unit prices for material, and one is the cost of rights-of-way. And the fact that these prices have been going up during the past few years applies against the ABC program as well as it applies against the Interstate program.

Therefore, we say that the billion dollars of Federal aid is not going to build as much ABC highway in 1968 and 1969 as it could build in 1965.

And also we have seen the emphasis that has been placed on safety, and the emphasis that has been placed on esthetics or beautification, and we are of the opinion that in order to build these highways as safely as we can, there possibly will have to be some change in standards, which will increase the cost of the highway slightly.

Mr. SULLIVAN. Are you at the same time indicating you would like to see an increase over the \$1 billion authorization for the ABC program by this?

General PRENTISS. I think it would be a smart move to do so.

Mr. CLAUSEN. Will the gentleman yield?

Mr. SULLIVAN. Yes.

Mr. CLAUSEN. I think counsel, Mr. Sullivan, has touched on a very key point. As a matter of fact, as some of you may recall, I gave a talk in California before the County Supervisors Association convention, and it seems as though we are concentrating always on the Interstate program, but not giving enough attention to the Federal-aid primary and secondary highways.

While we are concerned, as Mr. Sullivan has pointed out, about safety and esthetics on the Interstate Highway System, I think it is absolutely mandatory that we keep this balance.

I am pleased, General, with your statement, because it coincides with what I believe most of the committee has been talking about.

If we do not maintain the balance in the Federal-aid primary and secondary system, we are going to have a great many accidents off the Interstate Highway System.

Mr. HARSHA. Will counsel yield for one question?

Mr. SULLIVAN. Yes.

Mr. HARSHA. General, your recommendation that the ABC program authorization be raised over the \$1 billion figure, do you have a figure to recommend to the committee, to suggest to the committee the amount you feel it should be increased?

General PRENTISS. I have no specific figure. But I think that a logical approach would be to reflect what the known increase in the Interstate highway costs are going to be and apply that on a percentage basis to the existing authorization for the ABC.

In other words, if the costs are going up, it has been expressed since 1963, the costs have been going up about 2½ percent a year which, over a 5-year period, will run around 10 or 12 percent. Therefore, maybe we should be thinking in terms of a 10-percent increase for the ABC program, which would give you \$1.1 billion.

Mr. HARSHA. Well, now, the Interstate cost has doubled since 1956. Would it be your recommendation that this program be doubled?

General PRENTISS. No. In my estimation, in 1956, the initial cost estimate was not predicated upon the specifications, which were not written for the Interstate System until after legislation was passed. And we found that the first cost estimate on the Interstate predicated upon the specifications that were laid down by the Congress, I mean at the direction of the Congress by the Bureau of Public Roads and the highway departments together, gave us this much larger cost than was originally thought of when in 1956 we were talking about the Interstate program. And if I am not mistaken, the cost estimate for the Interstate program was not prepared until the end of July of 1956, although the legislation was passed in early June.

Is that about right?

Mr. MILLER. Yes.

Mr. SULLIVAN. General.

General PRENTISS. May I answer one other question?

Mr. SULLIVAN. Go ahead.

General PRENTISS. Although I want to point this out, that throughout the past 10 years, the authorization for the ABC program had been increasing, and I think we reached this \$1 billion year before

last; but prior to that time we were talking in terms of an ABC program that was from \$500 to \$800 million, and finally got up to the \$1 billion. So over this 10-year period we have seen the agency authorization go up. But right now it has leveled off at \$1 billion, but the prices have continued to go up. So that is why we were talking in terms of an increase that might be as much as 10 percent.

Mr. CLAUSEN. In your statement, General, you say that in every State the improvement of these highways runs far behind the needs.

I wonder if you could elaborate on this? Because, as you know, our great problem in the country today is the trend toward urbanization. I think this particular committee has an excellent opportunity to redirect the flow toward a broader economic development of the country, rather than just a trend toward urbanization.

As you know, the problems in these big cities are going to increase, and there is an expansive area that is available for development throughout the land, and I believe this committee can play a key part in the redevelopment of the economy of our country.

I wonder if you could touch on this? In every State improvement of these highways runs far behind the needs.

General PRENTISS. I think there are two points to consider here. No. 1 is I anticipate that this comprehensive study of post-1972 highway needs, as prepared by the States and coordinated by the Bureau of Public Roads, will reflect exactly the kind of conditions which you speak of. And I think that that is one of the major reasons why we need a post-1972 study, and as quickly as we can get it in.

The other condition is that with the increased automobile population, we are finding more and more automobiles on our secondary roads, and they have not many built for the kind of travel that the average automobile driver is accustomed to on the better improved roads. Therefore, it creates a safety hazard.

Mr. CLAUSEN. As you well know, these counties are faced with the basic dilemma that the Federal Government, and the States in most cases, have preempted their tax sources to finance their highway system. So unless we can revise this tax structure accordingly, we are going to have the same problem of people driving off of beautiful freeways with high-powered automobiles onto the cow trails, and it is not the fault of the local officials.

Mr. SULLIVAN. General, on page 6 of your statement, I note you comment on the overall program. Are you in favor of deferring construction of any portion of the Interstate System in urban areas?

General PRENTISS. Are you in favor of what?

Mr. SULLIVAN. Are you in favor of deferring any portion of the Interstate System in urban areas?

General PRENTISS. No. Absolutely no.

Mr. SULLIVAN. Would you elaborate on that?

General PRENTISS. I think that the people who are objecting to the completion of the Interstate System through and around our urban areas are the same people who, after it is done, will sit back and say, "Why didn't somebody tell me it is going to be so good? I would not be objecting."

We have a wonderful opportunity to rid our city of unnecessary congestion by the completion of these Interstate roads, Interstate highways, within our urban area.

Mr. SULLIVAN. General, turn to page 7, bottom of page 7; the third point you raise, you talk about a modification of the Byrd amendment. Just what would be accomplished, in your opinion, by a so-called waiving of the Byrd amendment?

General PRENTISS. We can foresee that some States may have an opportunity to push their program to completion, and other States will be lagging behind.

If due to the fact that available funds are earmarked for the slow States, and there is no more money available for the States that have moved forward and pushed their program to completion, it would seem to me that it would be smart if the Highway Trust Fund would have the authority to borrow enough money to keep this program going and not have to stop in any State because they have been efficient in their highway construction.

Mr. SULLIVAN. In what manner would the Highway Trust Fund borrow, in your opinion, General? How would the Highway Trust Fund borrow this money?

General PRENTISS. How would it?

Mr. SULLIVAN. Yes.

General PRENTISS. I think that would have to be decided by the Congress but the idea would be that they would borrow the money from the general fund of the Treasury and pay interest to it, just as the general fund of the Treasury has been paying interest on Highway Trust money that has been used by it while it was not being used by the Highway Trust Fund.

Mr. SULLIVAN. And I would assume, General, you would want the Highway Trust Fund to repay this money back to the general fund?

General PRENTISS. That would be the idea.

Mr. SULLIVAN. And if that were the case, would it not call for a continuation of the Trust Fund even beyond the date the administration is talking about, which is February of 1973?

General PRENTISS. Well, I think that if we are going to have a post-1972 comprehensive program, we are going to have to have a continuation of the Highway Trust Fund to insure its financing.

Mr. SULLIVAN. Well, this is true. But I am talking about the existing program right now. Assuming that the worst of all things that could happen was going to happen and there is not a post-1972 program, we go with the existing program, would you not have to continue the Trust Fund for a period beyond February 1973 for this purpose?

General PRENTISS. I think you would, yes.

Mr. SULLIVAN. Otherwise you would be in the position where, if you did not pay back to the general fund, you would be defeating the very purpose of the Highway Trust Fund—

General PRENTISS. Yes.

Mr. SULLIVAN (continuing). Having to be funded from sources outside those earmarked for the Trust Fund?

General PRENTISS. That is right.

Mr. SULLIVAN. General, I note, too, that at the very end of your statement, on page 11, you are talking about the continuation of the Interstate program to give full consideration to safety, social, and esthetic values.

Will you elaborate on what you mean by social and esthetic values?

General PRENTISS. Well, I think wrapped up in one word it would be "beautification."

Mr. SULLIVAN. General, we have heard the word "beautification" quite a bit, in the press and otherwise, for some time. For the last several days questions have been proposed, both to the Federal Highway Administrator and to the Under Secretary and to the president of AASHO, on the question of social and esthetic values.

Taking social first and taking a specific example, under the existing law, all a displaced person receives for relocation for a highway when that highway comes through is \$200. Your urban renewal is under-way. A party being moved there can get up to \$25,000. There seems to be a bit of inequity in the program.

This may be one reason you have difficulties in the Interstate System in the area.

Would you care to comment or supply for the record your opinion on that?

General PRENTISS. That, of course, is one of the social aspects of the program, and I feel that here in Washington, it has been one of the major deterrents. And I think probably the committee should give thought to increasing the funds which are authorized for displaced persons in our urban area on the Interstate System.

Mr. SULLIVAN. And that "esthetic values" does that mean we are talking about beautification, preservation of historical landmarks, or things of that nature?

General PRENTISS. Right.

Mr. SULLIVAN. Even though it might entail an additional short stretch of the Interstate to do the job, would you be in favor of it?

General PRENTISS. I am in favor of taking the steps which are essential to get the urban Interstate highway program finished. If one of them is going to be tunneling, we should recognize that tunneling today is going to be much cheaper than tunneling 10 years from now. And in the meantime, our public will have the benefit, all of the benefits of having a completed project, instead of sitting back and arguing about it for another 10 years.

Mr. SULLIVAN. Thank you, General.

Thank you, Mr. Chairman.

Mr. KLUCZYNSKI. The gentleman from Florida, Mr. Cramer.

Mr. CRAMER. I am glad to see the General and Burt Miller, of the American Roadbuilders' Association, before this committee. They are always most helpful in trying to work out the problems that we have relating to the highway system.

As I have said before, I repeat, I think this is the second most important year for constructive legislation in this field, second in importance only to the 1956 authorization itself.

Would you agree with that?

General PRENTISS. I certainly do; yes, sir.

Mr. CRAMER. So we have many serious decisions which, in my opinion, should be made this year, and I think your statement confirms you are suggesting that we should this year consider increased authorizations adequate to finish in the year 1973, which in itself means a 1-year stretchout.

I think your statement further indicates that if it is not done now, then you are going to have a stop and go process, which, as you indicated in your statement, would mean greater costs.

You say your industry is prepared to do the job. So if we authorized enough to finish the Interstate System by 1973, your industry could do that job; is that correct?

General PRENTISS. That is correct. No doubt about it.

Mr. CRAMER. I say, this is probably the second most significant year, legislatively, in the field of highways, for the simple reason we have a tremendous deficit in this program, which yesterday was estimated by AASHO to be about \$4.7 billion, plus the \$5 billion that we already know is a deficit by the 1965 estimates.

Will you concur in approximately those figures?

General PRENTISS. Our only basis is the reports from AASHO and the Bureau of Public Roads.

Mr. CRAMER. You do not take issue with them, do you?

Do they seem reasonable to you, as representative of the roadbuilding industry?

General PRENTISS. Right.

Mr. CRAMER. So the critical situation facing us is finding money to finance a \$9.7 billion deficit, less about \$2 billion, that will be available in the Trust Fund through increased revenues, but about a \$7.9 billion deficit.

Now, this committee is going to have to face up to the responsibility of making available sufficient authorization to finish the system by 1973. It is my hope that in doing so, we will draft an authorization bill that will give us sufficient flexibility for the Ways and Means Committee and the Appropriations Committee to act.

I would like to see us provide for any deficits within this authorization for not only construction, but beautification and safety, that any deficits come from the general fund.

What would be your comment on that?

General PRENTISS. I would concur.

Mr. CRAMER. I think there is some question, obviously, what Ways and Means is going to do. But I do not think, in authorizing, we should try to tie the hands of the authorization bill of what Congress can then do thereafter, which would be done if we accepted the Administration's bill.

General PRENTISS. In my earlier testimony before you came in, I stated that I was of the opinion that we should have a new official cost estimate, not somebody's guess, and have it in here by next year so we would have an official basis for added authorizations in order to get the job done on time.

Mr. CRAMER. Well, in the first place, a detailed cost estimate takes considerable time. If we wait for the length of time needed for an additional detailed cost estimate, we will be in the 1968 authorization year.

Can we afford to wait that long in tooling this program up to getting it done, without stretching it out a couple more years?

General PRENTISS. The longer we delay at this end, the longer it is going to stretch out.

Mr. CRAMER. The longer it will be at the other end, that is right.

The figures I cited do not include beautification—the \$7.9 billion deficit did not include beautification costs, which are estimated at \$1.63 million for Interstate, approximately \$300 million for ABC, a

total of \$1.7 million for safety, a total of \$406 million for those two programs alone. The money has to come from some place, right?

General PRENTISS. Yes.

Mr. CRAMER. So suggesting the bill as drafted means it comes out of the Trust Fund as it is drafted. And if no money goes into the Trust Fund, then it comes out of the construction money, does it not?

General PRENTISS. Right.

Mr. CRAMER. That is what I want to see this committee protect against.

General PRENTISS. My recommendation in my statement was that there be a proviso.

Mr. CRAMER. I did not know whether you were familiar with the figures or not, how much we are talking about.

Then also, of course, you mentioned the forest highways, public land highways, which is about \$325 million, also suggested to come out of the Trust Fund. You oppose that, I take it?

General PRENTISS. Right.

Mr. CRAMER. Many on this committee have been opposing such raids on the Trust Fund, and I hope we will continue to do so.

Now, I have just a couple other questions. On page 7, you suggest, second, the schedule of authorizations for the Interstate System should be increased to conform with the 1965 cost estimate.

We have before us considerable evidence relating to other increased costs, which I have just mentioned.

If this committee believes it has sufficient evidence to go ahead with the authorizations, which of course can be adjusted in 1968—you will have an authorization bill in 1968 again if you need it—do you not think we ought to go ahead and act affirmatively, based on the evidence we have before us, tool up the program and get it done by 1973?

General PRENTISS. I see no reason why you should not act, provided you are satisfied that the information available to you is adequate.

Mr. CRAMER. Well, we are not out of business when it comes to making adjustments for 1968. We are either under- or overestimated. I doubt if we overestimate, because we never have. If we do anything, we probably will underestimate. All the figures we get are rather conservative.

I do not know how much condemnation would go into beautification. In fact, I do not know how anybody could estimate how much condemnation would be under beautification, just as an example.

Your suggestion first, on page 7, which moves the deadline for the submission of the post-1972 needs study to 1967, how can that be done? The States have not even been asked to report yet.

General PRENTISS. Well, my understanding is that the Bureau of Public Roads has been working with the States for the past 2 years, and that a good bit of this material is already available to them. But if they set the deadline up to 1967, I think that they can conform.

Mr. CRAMER. Well, we had testimony 2 days ago from Mr. Whitton that may be of interest to you to the effect that his guidelines are not yet completed. They expect to be in the next few weeks. He committed himself for the first time, on my request, to consult with the States regarding new mileage on the Interstate System as soon as the criteria are completed for the new program after 1972.

I assume you concur with the view that the States should be consulted?

General PRENTISS. Absolutely. And that is why we were so pleased with the action of the House in 1963 when it passed a directive that called on the Bureau of Public Roads to cooperate with the States in developing the post-1972 plan.

Mr. CRAMER. Well, I would like to see, of course, the deadline moved forward, too; but I do not know whether it is practicable under the circumstances with the States not having had the deadlines submitted to them, for them to judge the new mileage need, and get them back in time for the Bureau to submit its comments on January 1968.

General PRENTISS. That is why we suggested it might be delayed to March of 1967 instead of January 1, 1967.

Mr. CRAMER. Well, the present date is January 1968.

General PRENTISS. January 1968. But I was hoping they could get it in so it could be considered by the Congress in the next session.

Mr. CRAMER. During the 1967 year?

General PRENTISS. Right.

Mr. CRAMER. Well, providing there was legislation, if the Bureau were ready, there would be nothing to prevent them from submitting the plans?

General PRENTISS. Right.

Mr. CRAMER. From that standpoint. That is all I have. Thank you very much. Your testimony has been very helpful.

Mr. KLUCZYNSKI. Mr. Harsha.

Mr. HARSHA. General, I want to commend you on your prepared statement. I think it has been a very clear, concise statement; quite helpful.

I just have one question. We have been talking about deficits. As a matter of fact, if the present level of authorizations for the Interstate program were continued as they now are, and the \$1 billion level was continued for the ABC program, there would be collected, or deposited into the Trust Fund, \$2 billion surplus, would there not?

General PRENTISS. That is my understanding, between now and 1972.

Mr. HARSHA. Yes. So as a matter of fact, we could increase the present authorization by some \$2 billion without increasing the taxes to supplement that, could we not?

General PRENTISS. That is my understanding.

Mr. HARSHA. Thank you. That is all I have.

Mr. KLUCZYNSKI. Mr. Clausen, the gentleman from California.

Mr. CLAUSEN. Thank you, Mr. Chairman.

The strongest point in your statement, in my judgment, is the objective of the 1956 Highway Act, plus a chief balanced program, not limited to the completion of the Interstate System, but also taking into account the need of the regular Federal-aid system. As you have observed, this is a key point in my mind.

You go on to say, in other words, to keep the program in balance, an upward adjustment in the authorizations of the ABC program would be of great value. Would you mind elaborating on what your recommendation would be?

General PRENTISS. We discussed that a while ago, and I came up with a rough figure of a 10-percent increase this year in the authorization, which would bring from \$1 to \$1.1 billion.

Mr. CLAUSEN: But how far behind in your judgment are the ABC roads? Are they 10 percent behind? They are more than that, are they not?

General PRENTISS. I would say this, that if the concept in 1956, with the stepped-up authorization for the ABC program and the authorization for the Interstate program was in balance, that we are much out of balance as the cost of the Interstate—the added cost of the Interstate had been that reported here since 1963.

Mr. CLAUSEN. Well, what I am after here, all throughout your statement you seem to suggest that we are terribly in arrears in what was contemplated to be the objective of the 1956 Act.

General PRENTISS. I would like to say this, I do not feel that we were terribly in arrears of what was contemplated. I feel that we just have not had enough money to do as much as we need to do to give us the kinds of secondary and primary roads that are essential to the safety of the driving public.

Mr. CLAUSEN. Thank you.

Mr. KLUCZYNSKI. General, you made one comment to our distinguished counsel. You said that those who had objected to the Interstate Highway System today are the greatest supporters of it.

I have had that experience. Since Tuesday, a couple Congressmen got up and came to me and said, "Klu, we were against the Interstate Highway System, but we are for it 1,000 percent now." I just hope we stay that way.

General PRENTISS. Mr. Chairman, the question was raised concerning the capability of the Bureau of Public Roads to come up with this post-1972 report in 1967, as we suggested.

When Under Secretary Boyd testified, he said.

Work is progressing in the Bureau of Public Roads toward preparation of the report to Congress in January 1968 on the future highway needs of the Nation, as called for in Senate Joint Resolution 81.

For the purposes of this study, the State highway departments have already supplied the Bureau of Public Roads with information on present and anticipated future use of all roads and streets, and their estimates of the cost of correcting the present inadequacies and providing for future traffic growth.

So apparently much of that information is already at hand, and I was hopeful that if a little heat was put on the Bureau of Public Roads, that they could have at least the first report—the Congress has already called for reports every 2 years, but we could get the first one out a year ahead.

Mr. KLUCZYNSKI. General, it is always a pleasure for the chairman of this committee and also the members to have you. I would like to say, like the good old Kentucky whisky, you mellow with age. [Laughter.]

You are one of the pioneers of our roadbuilding program. You remember the days of 1954 and 1955 when we talked about this great big program, which was supposed to cost about \$27 billion, if my memory serves me correctly. Some people said it could not be done. I believe they appointed a task force then, and you were a member of that; is that right?

General PRENTISS. Yes.

Mr. KLUCZYNSKI. You were one of the fellows who worked with our great chairman, George Fallon, to pass this Interstate Highway

System. You remember the remarks of the witnesses, the engineers, where are we going to get the architects? What about the materials? What about the heavy equipment, the road equipment?

We are beyond the 50 percent, about 54 or 55 I think, from testimony I heard and the program is going to cost about \$50 billion.

We then set a target date for 1972, which would take 16 years. I hope we can finish it by 1972. But my question to you, I see you have all the top press of the road construction industry here—would you agree with me, we should continue the Interstate Highway System, continue the Trust Fund, and legislate for, oh, say 20,000 or 30,000 more miles of road in the country?

General PRENTISS. Well, I think it is quite evident that the 41,000 miles of Interstate Highway are going to be considered inadequate when they are finished, that there will have to be many miles more.

Our country is growing, our industries are spreading, our national defense requirements shift as industries spring up here and there and elsewhere.

I am of the opinion the benefits accruing to the States upon the completion of the Interstate program are benefits they will feel will also come in when they get these extensions.

Mr. KLUCZYNSKI. That is right, General.

We are going to manufacture about 10 million automobiles and trucks this year, and we had better plan some good roads for these people to use.

Are there any further questions? Mr. Cramer.

Mr. CRAMER. I have one further question.

We have heard a lot of talk about the best way to fight poverty. Do you not think the completion of this system contributes substantially to economic growth of the Nation as well as to the defense of this country. Do you not think that is one of the best ways to stabilize the economy, fight poverty in a proven way?

General PRENTISS. Absolutely. The employment that is generated by the highway program has such wide distribution, we find employment from the mines and the mills and the smelters through the manufacturing procedures into the areas of construction, and that is nationwide. But I think it is one of the most valuable contributions to the unemployment situation that we have in the country.

Mr. CRAMER. You told us until it is completed, we do not get full benefit of it.

General PRENTISS. That is right.

Mr. CRAMER. Every year it is stretched out, we lose the full benefit of the whole 41,000-mile system.

Mr. McEWEN. Will the gentleman from Florida yield?

Mr. CRAMER. Yes.

Mr. KLUCZYNSKI. Mr. McEwen.

Mr. McEWEN. In addition to Mr. Cramer's comment, in light of your answer, it seems to me from just a quick examination of highway maps of this country, the areas of chronic high unemployment, there seem to be a direct relation with those areas and the inadequacy of highways, and I just comment on my own congressional district. I have seen the impact on new industry and expansion of existing industry served by the Interstate highway, and the retarded develop-

ment of the rest of the area, which is just as well endowed with natural resources but does not have the transportation.

I am particularly interested in the gentleman from Florida bringing that up and in your comment, General, this is an effective way of helping the economic development of the area, giving transportation.

General PRENTISS. I believe the Congress certainly officially recognized that when they passed the Appalachian Act program where roads would be built not because traffic demands it, but because the roads in that place would generate the traffic that would make possible the economic development of an area.

Mr. McEWEN. That is right. It is sometimes a little like the chicken and the egg; unless the traffic is there, you cannot get the road, but you do not get the traffic unless you have the road, some way for them to get into the area.

Thank you.

Mr. KLUCZYNSKI. Thank you, General. And also our good friend Burt Miller. It is always a pleasure to have you before us.

The next witness will be Mr. W. Ray Rogers, president of Rogers Construction Co., of Portland, Oreg., and the past president of the Associated General Contractors of America; accompanied by our very good friend James M. Sprouse, director of the highway and heavy divisions of the Associated General Contractors.

The floor is yours, Mr. Rogers. Will you go ahead.

STATEMENT OF W. RAY ROGERS, PRESIDENT OF ROGERS CONSTRUCTION CO., PORTLAND, OREG., ACCOMPANIED BY JAMES M. SPROUSE, DIRECTOR OF THE HIGHWAY AND HEAVY DIVISIONS OF THE ASSOCIATED GENERAL CONTRACTORS

Mr. ROGERS. Mr. Chairman and members of the committee, my name is W. Ray Rogers. I am a highway contractor from Portland, Oreg. With me is James M. Sprouse, director of the highway and heavy divisions of the Associated General Contractors, who will assist me in answering any questions the committee may have.

The Rogers Construction Co., of which I am president, has done highway construction in Oregon, Washington, Idaho, Nevada, and Alaska, including participation in the construction of the Alaska Highway.

I appear before you today as spokesman for the Associated General Contractors of America, a trade association of nearly 8,000 of the Nation's leading general contractors. In 1964 I had the honor of serving as president of the Associated General Contractors.

About 4,000 of the AGC members are engaged in highway construction, and many others perform work related to the highways.

I have outlined this background to indicate the concern which the AGC has in matters pertaining to highway legislation, and certainly we have a keen interest in H.R. 14359, the bill you are considering in these hearings.

This bill authorizes an increase of \$4.9 billion in the funds necessary to complete the Interstate System and extends its completion date 1 year. The AGC supports these proposals as a practical move under present circumstances, although we still hope, as I'm sure you

do, that ways and means can be found to complete the Interstate on its original schedule.

We note that the increased apportionments for fiscal 1968 and 1969 are based on the 1965 cost estimate submitted to the Congress in January 1965. This estimate increased the cost of the Interstate System by \$5.8 billion, to a total of \$46.8 billion. We believe that this figure is unrealistic. It was based on the average unit prices bid during 1963, and contains no allowance whatsoever for possible future cost increases and price trends. It is, then, a statement of what it would cost to complete the Interstate System if prices remained unchanged from 1963 to 1972. Unfortunately, this is far from what is likely to happen. In the little more than 2 years since that estimate was made, contract construction costs have already increased almost 5 percent. And they continue to rise. Inflationary increases in hourly wage rates, in almost all cases far above the President's guidelines, are making it impossible for the contractors to continue to hold the line on their bid prices as they have since 1956. Such wage increases have brought us to the point in our industry where, by 1969, operating engineers in Arizona will receive \$7.19 an hour compared to the \$5.48 they received in 1965; equipment operators in Chicago will get \$6.55 an hour, and the same is true from coast to coast, so that the average wages in the building trades will be between \$5 and \$7 an hour by 1969.

This has a very direct effect on the cost of building highways. At this point I request your attention to the two charts attached to this testimony. Since July 1, 1956, the date we associate with the beginning of the Interstate System, the cost of construction materials to the highway contractor has increased 3 percent. The cost of owning and operating equipment has increased 18 percent. Average wage rates have gone up 42 percent, but contractors' bid prices have increased only 7 percent.

If this trend continues—and grows no worse, which is unlikely—by October 1972, the scheduled completion date of the Interstate System, materials costs will increase 5.3 percent over 1956; equipment costs will be up 31.4 percent; average wage rates will be up 72 percent and, at the rate we are going, contractors' bid prices will be up 12.3 percent.

I have gone into this at some length to bring this condition to your attention as forcefully as possible. I think it should be clearly understood by you gentlemen who shape national policy, who conceive and guide national legislation, that the 1965 cost estimate simply will not, cannot, do the job. It is clear that the cost will be much greater, probably more than \$50 billion.

We support the provision in H.R. 14359 to continue authorizations for the ABC systems at the \$1 billion a year level. This carries out the intent of this committee, and of the Congress, as set forth in the Federal-Aid Highway Act of 1956.

This authorization will continue the improvement of our nationwide network of arterial roads, help the ABC system move forward with the interstate program, accelerate the improvement of secondary highway systems and improve the urban extensions of these systems—all of which are vital to the development of our cities, the utilization of our natural resources, and the promotion of the Nation's industrial and agricultural growth.

When I testified before this committee on July 21, 1965, expressing the views of the Associated General Contractors of America on the highway beautification bills which you were considering at that time, I said that our members are as eager to preserve and enhance the beauty of this country as any other group of citizens. But I also pointed out that we had serious reservations about the provisions of the highway beautification bills which would have diverted revenue from the Highway Trust Fund for purposes other than those for which the fund was created. We express the same reservation regarding the bill before you today.

Our reservation applies also to the provision which would finance forest highways and public lands roads from the Trust Fund: both provisions would take large sums of money from the Highway Trust Fund without reimbursing the Trust Fund in a like amount. In this matter I am guided by the resolution adopted at our 47th annual convention, held here in Washington last month, in which several of you gentlemen participated. The resolution reads:

Whereas when the highway trust fund was established in 1956 it was the intent of Congress that expenditures from the fund were to be made for the construction of highways and the administrative expenses of the Bureau of Public Roads, and

Whereas on at least two occasions money from the trust fund has been used for other purposes, and there are now before the Congress proposals which would authorize additional diversions and which would further deplete the trust fund: Now therefore, be it.

Resolved, That the Associated General Contractors of America, assembled in its 47th Annual Convention, March 14-17, 1966, views these proposals with increasing concern, and urges the Congress to reject any which are not accompanied by corollary provisions to reimburse the trust fund in equal amounts.

The AGC has frequently expressed to this committee and to other committees of the Congress its strong conviction that the integrity of the Highway Trust Fund must be preserved. We do so again today. The bill now before you would create another drain on the Highway Trust Fund at a time when highway financing problems already are acute.

This is not to say that the highway beautification program and the forest and public lands roads should not go forward, for indeed they should. It is simply a matter of proper financing, which the Congress can and should work out.

In closing, Mr. Chairman, I should like to say that those whom I represent here today are contractors. They are also responsible citizens, and are fully aware of the worldwide responsibilities of our country which must be supported. Many of my colleagues are working throughout the free world today, helping to carry out these obligations.

The principal subject we are discussing here is, to use its proper title, "The National System of Interstate and Defense Highways." To the highest degree consistent with our overall obligations, we urge that this system of highways, so vital to our Nation's defense, economy, and safety, be completed on time.

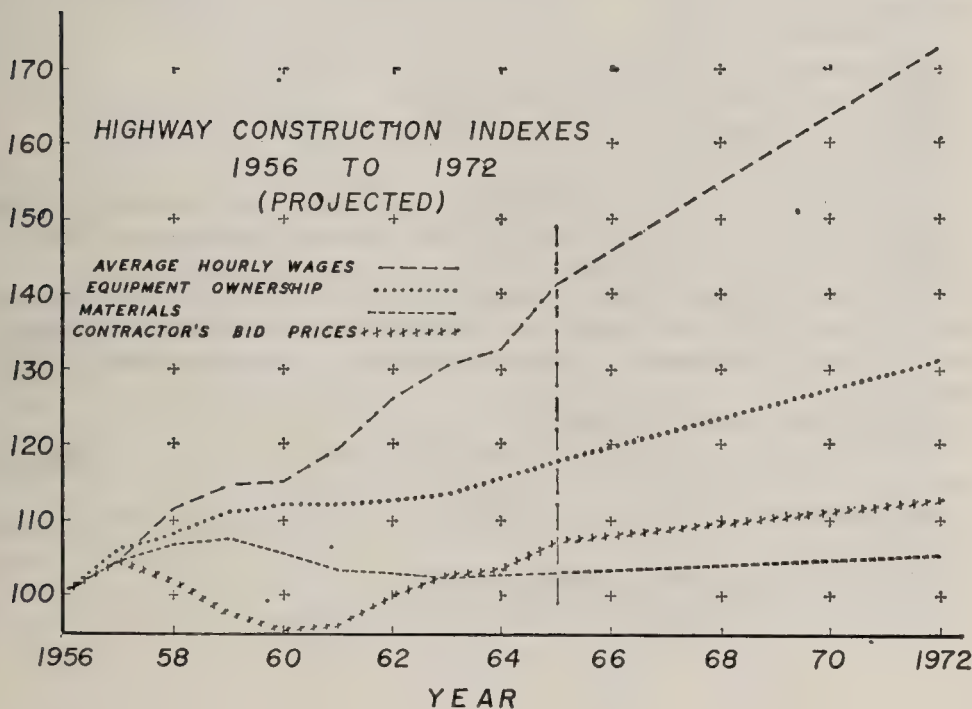
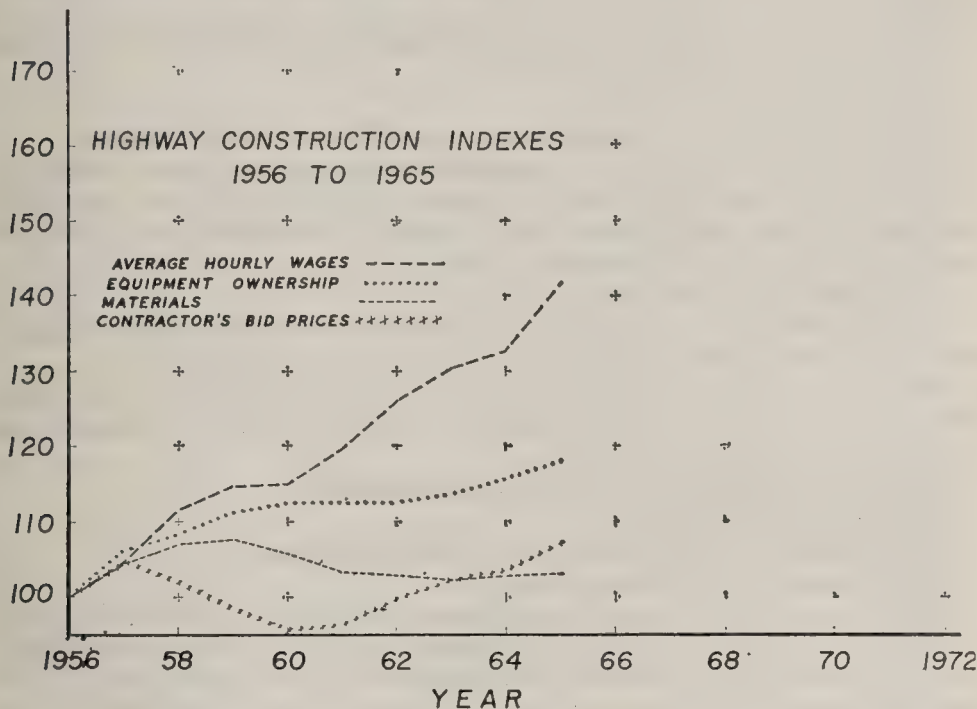
The highway construction industry has the capacity to do this. There are problems, to be sure, including shortages of skilled manpower in certain areas, but there are no problems which the construction industry cannot work out. It will take the teamwork of public

officials, labor leaders, equipment manufacturers, suppliers and contractors, but it can be done.

Thank you.

Mr. KLUCZYNSKI. Mr. Rogers, that was a very, very fine statement. I want to compliment you on it. I notice you have some attachments here, and without objection we will make them a part of the record.

(The documents referred to follow:)



Mr. KLUCZYNSKI. The Chair now recognizes the Chairman of the full committee, the gentleman from Maryland, Mr. Fallon.

Mr. FALLON. Mr. Chairman, I would like to agree with you in complimenting Mr. Rogers here this morning, and go further to say that we certainly do appreciate the help of the Associated General Contractors, both you and Mr. Sprouse, for the additional help you have given us over the years; your advice and your suggestions certainly have helped this committee in formulating the program that we have going on now.

We certainly look forward to your advice in the future to help complete this program as scheduled.

Thank you.

Mr. KLUCZYNSKI. The gentleman from Florida, Mr. Cramer.

Mr. CRAMER. I too want to congratulate you on a very fine statement. You indicate that the industry is capable of doing the job, and you suggest that ways and means can be found to complete the Interstate on its original schedule—meaning what?

Mr. ROGERS. 1972 completion.

Mr. CRAMER. The administration has recommended that the construction stretch out to 1973. You oppose that stretchout?

Mr. ROGERS. I would say that if we have the money—and we do have the capacity to do it—we should do it by 1972 because the longer you wait the more it is going to cost.

Mr. CRAMER. You say you do have the capacity?

Mr. ROGERS. Yes, sir.

Mr. CRAMER. If Congress comes up with the money.

Mr. ROGERS. That is the problem.

Mr. CRAMER. If this were to be done on the time scheduled, it would mean about 50-percent—according to the best estimates we could get—about a 50-percent increase in annual authorization, meaning a 50-percent increase in construction. Is your industry equipped to do that job?

Mr. ROGERS. Yes, sir.

Mr. CRAMER. Starting when?

Mr. ROGERS. When you get the money.

Mr. CRAMER. Starting next year, for instance?

Mr. ROGERS. Yes, sir.

Mr. CRAMER. You see no problems relating to your industry doing this job if we tool it up that fast, 50 percent more, starting in 1968?

Mr. ROGERS. I see no problem in it.

Mr. CRAMER. Would we be faced, that is the cost of the program faced with any increases resulting from that great rate of increase in 1 year? Would that result in any increased cost to construction in your opinion?

Mr. ROGERS. I don't believe so.

Mr. CRAMER. From the standpoint of your industry having to tool—

Mr. ROGERS. It never has. We are only working about 60 percent capacity now.

Mr. CRAMER. Working what capacity?

Mr. ROGERS. About 60 percent.

Mr. CRAMER. Is that your business or nationwide?

Mr. ROGERS. Well, I do not know. I am working in about five or six States; and there seem to be plenty of contractors to bid on all the work. I feel that we could do this.

Mr. CRAMER. In your opinion you are not using full capacity of highway construction capability at present?

Mr. ROGERS. That is right.

Mr. CRAMER. I appreciate your comment relating to beautification on page 4 concerning the Highway Trust Fund. That is a project that we are carrying on in this committee—I say in a bipartisan way—since the Trust Fund was founded, and I was disturbed by the recommendation that highway beautification and safety come out of the Trust Fund.

I am glad to see that you concur in that. I want to congratulate you for a very fine statement.

Mr. KLUCZYNSKI. Mr. Sullivan.

Mr. SULLIVAN. Mr. Rogers, just two or three questions. You say on page 3, "It is clear that the cost will be much greater, probably more than \$50 billion." Could you give the committee a breakdown on how you arrived at that \$50 billion, please?

Mr. ROGERS. If I might, I think Mr. Sprouse has a breakdown on that.

Mr. SPROUSE. Starting with the \$46.8 billion, which is the 1965 cost estimate, and since that cost estimate was made using 1963 unit bid prices, the increase in construction costs have been 2½ percent a year. Extending that on out through the now authorized life of the program we come up with a figure of \$3.2 billion in inflationary costs.

The American Association of State Highway Officials has said it will come to \$300 million to bring the 1,400 miles of the two-lane section of the Interstate up to four-lane minimum.

The Federal Highway Administrator in his testimony before this committee a few days ago set the cost of beautification on the Interstate alone throughout its life at \$1.6 billion. We drop that a hundred million and still come up with a figure of \$51.8 billion.

Now I would add there if additional programs are put into the Interstate, and therefore into the Trust fund, even more funds would have to be made available. This includes the widening and heightening of bridges for safety and defense purposes. Certainly safety corrections should and undoubtedly would be made in the program. Increases in the size and number of interchange—and we put nothing in this figure of \$51.8 billion for the increased cost of land values, which represent about 14 percent of the total program cost. The added cost for relocation and redevelopment in the critical urban areas, added construction and design costs for esthetic purposes which the American Association says is very high itself, and any design cost related to designing improvements, such as extra lanes, longer high-speed curbs, and so forth.

We have heard all of those programs discussed at one time or another. We put nothing in our calculation for that. We still come up with almost \$52 billion.

Mr. SULLIVAN. You are telling us that this \$52 billion figure in some sense is a conservative estimate?

Mr. SPROUSE. I think so.

Mr. SULLIVAN. Mr. Chairman, for the record and for the committee's benefit from the March 17 issue of the Engineering News Record there is included an Engineering News Record indexes of cost trends 1913-66.

I would call the committee's attention to the fact, to supplement the statement just supplied by Mr. Sprouse and Mr. Rogers, that the construction cost index, December 1965 to December 1966, the common labor plus materials is up 4.4 percent; building cost index, skilled labor plus materials, up 3.4 percent during the same period; materials component, steel, lumber and cement up 2 percent for December 1965 through December 1966.

With the permission of the chairman I would like to supply it for the record.

(Mr. Clark assumed the chair.)

Mr. CLARK. No objections.

(The document referred to follows:)

Engineering News-Record Indexes of Cost Trends 1913-'66

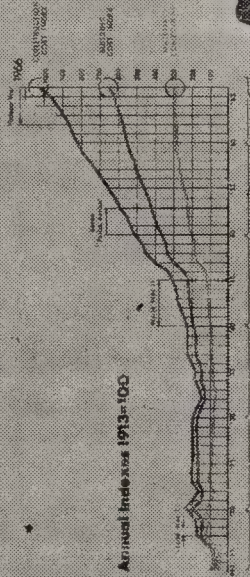
The Engineering News-Record Construction Cost Index, which has been published since 1913, is the only index of construction costs which covers a wide range of building types and materials. It is the only index of construction costs which is based on a constant 1913 price level. The index is published monthly and is available in both printed and microfilm form. It is the only index of construction costs which is published by a leading engineering publication.

The index is published monthly and is available in both printed and microfilm form. It is the only index of construction costs which is published by a leading engineering publication. The index is published monthly and is available in both printed and microfilm form. It is the only index of construction costs which is published by a leading engineering publication.

have shown a steady decline. The Building Cost Index, which has been published since 1913, is the only index of building costs which covers a wide range of building types and materials. It is the only index of building costs which is based on a constant 1913 price level. The index is published monthly and is available in both printed and microfilm form. It is the only index of building costs which is published by a leading engineering publication.

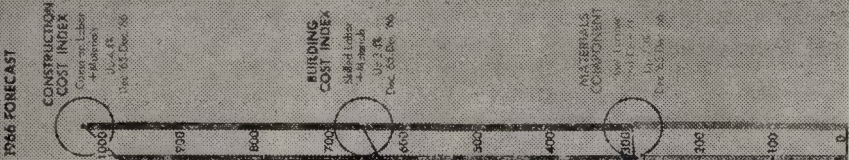
Because the index is designed to indicate the basic underlying trends of construction costs in the United States, construction materials were used that were least influenced by purely local conditions. These materials included steel, lumber and cement, which were also selected because they represented the most stable relation to the whole economy and its price structure.

The relative importance of the elements in each index were based on U.S. annual production of each material.



Annual rate of change compounded

Cost indexes based on 1913=100



Relative indices of construction costs are shown in the accompanying graph. Although the building cost index remains constant, the wages were to decline some 10 percent to meet the new price levels. The building cost index, however, is not a true index of building costs because it does not take into account the effect of wage rate and material price trends. They do not allow for productivity, material changes, or other "intangible" factors that affect the building cost index. Both indexes have proven, over the years, to be reliable as to direction and, in normal times, to within 10 to 15 percent.

CONSTRUCTION COST INDEX

BUILDING COST INDEX

MATERIALS COMPONENT

Mr. BRENNAN. On that very point there. On page 3, Mr. Sprouse, on the second paragraph, is that a typographical error? You say in the last sentence that "contractors' bid prices will be up 12.3 percent," and I assume that means over 1956, which is in the earlier part of the sentence.

However, the first chart following page 6 here seems to indicate that that would be 12.3 percent over 1966, not 1956, by extrapolating the curve.

Mr. SPROUSE. Mr. Brennan, the way we arrived at that was simply to extrapolate the curve of increase in contractor bid prices over the past period of the Interstate, starting in 1956 and extending it out to 1972.

Mr. BRENNAN. Well, the contractor bid price shown by the curve is approximately 109, for 1966. If we extend that same curve from 1960 to 1965 on out generally, allowing some margin of error, you would get around 122 or about 12 percent over 1966. I realize that if you extend the curve and start with 1956, this would represent the same increase over a longer period and would result in a lower final figure.

Mr. SPROUSE. I think that is correct.

Mr. SULLIVAN. I have no further questions.

Mr. CRAMER. I just have one. Did you include an estimate of the increased cost of construction beyond the 1965 estimate in your coming up with these figures, the cost to complete the system?

Mr. SPROUSE. I am not sure I understand that.

Mr. CRAMER. 1965 estimate indicated an increased cost of construction at the rate of about $2\frac{1}{2}$ percent a year.

Mr. SPROUSE. Yes, sir.

Mr. CRAMER. Did you include in your cost of finishing the system an estimate dollarwise of increased cost from 1965 to 1972?

Mr. SPROUSE. We increased it only at the same rate at which it has increased since 1963, $2\frac{1}{2}$ percent.

Mr. CRAMER. And the $2\frac{1}{2}$ -percent figure; is that correct?

Mr. SPROUSE. Yes, sir.

Mr. CRAMER. You came up with what?

Mr. SPROUSE. 3.2 billion.

Mr. CRAMER. 3.2 billion. That is approximately what we have had in testimony from our sources.

Do you think that is an honest, legitimate figure?

Mr. SPROUSE. Mr. Rogers testified a few minutes ago regarding the inflationary—the tremendous increases in wage rates and other factors in the industry.

Mr. CRAMER. I saw that.

Mr. SPROUSE. It seems unrealistic, Mr. Cramer, that those are not going to increase any more between now and 1972.

Mr. CRAMER. You mean percentagewise?

Mr. SPROUSE. Yes, sir. And the problem that the contractors are faced with today is holding their bid price in the face of a 73-percent increase in wage rates. I do not think it can be done.

Mr. CRAMER. Well, if—

Mr. SPROUSE. I think, therefore, to answer the question: the $2\frac{1}{2}$ percent is conservative, probably to the point of being unrealistic.

Mr. CRAMER. Depending largely on wage costs, that is one of the largest factors, right?

Mr. SPROUSE. Right.

Mr. CRAMER. There has been some suggestion that in order to prevent this runaway inflation we have today that possibly this is one of the programs that might be slowed down a little bit. What do you think about that?

Mr. ROGERS. I think we should continue this program the way we started out because it has been proven all over the country that it has been beneficial to the economy. It has helped take up unemployment where it appeared, and for the future defense of our Nation I think it is most important to have these highways available to move on when we need to move.

Mr. CRAMER. Thank you very much. That is all.

Mr. CLARK. Thank you. That will be all, gentlemen.

The next witness is Paul Carlin, and he has with him associates for a panel, I believe, and we will ask them to come up at this time.

For the record, Mr. Carlin, would you state the names of the other gentlemen on your panel with you.

STATEMENT OF PAUL N. CARLIN, ASSISTANT DIRECTOR, NATIONAL ASSOCIATION OF COUNTIES, WASHINGTON, D.C., ACCOMPANIED BY COMMISSIONER DAVID MOFFITT, VICE PRESIDENT, ASSOCIATION OF OREGON COUNTIES, LINCOLN COUNTY, OREG.; KENNETH C. TOLLENAAR, FORMER EXECUTIVE SECRETARY, ASSOCIATION OF OREGON COUNTIES, EUGENE, OREG.; COMMISSIONER JAMES M. MICKELSON, IDAHO ASSOCIATION OF COUNTY COMMISSIONERS AND CLERKS, BONNER COUNTY, IDAHO; JUDGE ELLIS WHITE, PRESIDENT, ASSOCIATION OF OREGON COUNTIES, MALHEUR COUNTY, OREG.

Mr. CARLIN. Mr. Chairman and members of the committee, my name is Paul N. Carlin. I am the assistant director of the National Association of Counties.

With me to testify are Commissioner David Moffitt of Lincoln County, Oreg., vice president of the Association of Oregon Counties. He is on my left.

On my right is Mr. Kenneth Tollenaar, from the University of Oregon, who is the consultant to the Association of Oregon Counties. These two gentlemen will be testifying on section 5, paragraph 4, of the bill which authorizes appropriations for forest development roads and trails and they will summarize their statements.

They will be followed by Commissioner Mickelson on my immediate right from Bonner County, Idaho, who will be testifying on section 5, paragraph 2, which authorizes appropriations for forest highways; and the final witness will be Judge Ellis White from Malheur County, Oreg., who will testify on section 5, paragraph 5, which authorizes appropriations for public lands development roads and trails.

Mr. CLARK. You may proceed.

Mr. CARLIN. With the permission of the committee, we would like to submit our full statements for the record; and in addition we would

like to submit two background statements, one on the forest development roads and trails system, and the other one on the forest highway system, submit these for the record.

Mr. CLARK. No objection. So ordered.

(The documents referred to follow:)

STATEMENT ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTIES BY PAUL N. CARLIN, ASSISTANT DIRECTOR FOR FEDERAL OWNERSHIP PROBLEMS

Mr. Chairman and members of the committee, my name is Paul N. Carlin and I am the assistant director of the National Association of Counties. With me to testify on H.R. 14359 are Commissioner David Moffit, of Lincoln County, Oreg., vice president of the Association of Oregon Counties; Mr. Kenneth Tollenaar, consultant to the Association of Oregon Counties, Mr. James M. Mickelson of Bonner County, Idaho, representing the Idaho Association of County Commissioners and Clerks; and Judge Ellis White of Malheur County, Oreg., president of the Association of Oregon Counties. Commissioner Moffit, Mr. Tollenaar, and Commissioner Mickelson will testify on section 5 paragraph (4) of the bill, which authorizes appropriations for forest development roads and trails, and Judge White will testify on section 5 paragraph (5), which authorizes appropriations for public lands development roads and trails.

All witnesses speak for the National Association of Counties, which is the national organization representing county government in the United States. The policy statement of the National Association of Counties, the American county platform, contains the following statement:

"Forest access roads. We strongly support prompt implementation of the program objectives outlined in the long-range program for the national forests. Federal participation, by increased appropriations and authorizations in the construction of forest roads, should be immediately accelerated. Road construction, within these areas, by timber purchasers should be directed toward only those roads required for flexibility in their operations. The increased construction of forest access roads, by Federal appropriation, will result in a better, more permanent road system at a lower cost, more opportunity for competitive bidding by small timber operators, increased access for forest fire protection, recreation, and other multiple uses, and increased revenues for State and local governments.

"The National Association of Counties further recommends that these forest access roads should be constructed to the appropriate standard which will permit maximum economy in harvesting timber from lands tributary to these roads and for maximum utilization of the other resources of these forest lands; provided that the cost of these higher standard roads, to the extent that they exceed the standard required of a 'prudent operator' for that particular sale, shall be borne through appropriated funds of the Federal Government and not by the timber purchasers."

Mr. Chairman, the testimony of our witnesses has been coordinated in advance, and it will perhaps save time if your committee's questions can be presented after completion of our testimony. Our prepared statements are quite brief, but we would appreciate the privilege of submitting a somewhat longer written statement on national forest development roads and trails for the record.

Thank you.

STATEMENT ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTIES BY KENNETH C. TOLLENAAR, FORMER EXECUTIVE SECRETARY, ASSOCIATION OF OREGON COUNTIES

Mr. Chairman and members of the committee, my name is Kenneth C. Tollenaar. I am currently serving as a consultant to the Association of Oregon Counties on national forest road matters, and was formerly employed as executive secretary of that association. My permanent position at the present time is research associate, Bureau of Municipal Research and Service, University of Oregon, Eugene, Oreg.

National forest development roads and trails are financed from three main sources: authorizations under the biennial Federal Aid Highway Act, allocation of 10 percent of national forest receipts under the act of March 4, 1913, and deductions from national forest receipts due to agreements between the Forest

Service and timber purchasers which call for the purchasers to build timber access roads, and which reduce the price purchasers pay for the timber so as to reimburse them for their costs.

There are some significant relationships between these sources. In particular, when authorizations and appropriations under the Highway Act and the 10 percent fund fall short of the urgent needs, there is a tendency to rely more heavily on purchaser construction to fill the gap. From 1951 to 1963, for example, authorizations under the Highway Act grew from \$17.5 to \$50 million, an increase of 185.7 percent. During the same period of time, purchaser construction grew from \$13.8 to \$54.5 million, an increase of 294.8 percent. Since 1963, as previously indicated by Commissioner Moffitt, actual authorizations for national forest development roads and trails have totaled \$418.6 million as compared to planned authorizations of \$608.5 million. For the first 4 years of the 10-year development program (1963 to 1966) purchaser construction has totaled \$298 million, as compared to only \$203 million planned for this period.

Reliance on purchaser construction to meet national forest goals has many adverse effects for the Forest Service, the timber operators, the local counties and school districts, and the general public.

To the extent that the Forest Service must rely on purchaser funds, its road program becomes unbalanced because the roads must be built in areas where timber is to be sold, and consequently other areas are left without access for recreation, watershed, fire control, salvage, and silvicultural purposes. In region 6 (Oregon and Washington) only 22 percent of the national forest commercial timberland is adequately roaded, and we are presently experiencing about 1.2 billion board feet of annual mortality. There are presently several million areas of precommercial young growth timber stands that need intermediate cuttings and other silvicultural treatment, yet less than 20 percent of this land is accessible. Vast recreation resources that could be opened up to meet rapidly rising public demands are locked up for lack of access, and potential losses from fire, insects, and disease in these areas without access stagger the imagination.

Another disadvantage for the Forest Service in the purchaser method of financing is the difficulty of getting permanent, "maximum-economy" roads built under this method. The basic difficulty is that purchaser roads must be built under the "prudent operator" concept, which means that the purchaser can be required to finance only that standard of road that a prudent operator would build to remove the timber from the particular sale area. Usually, this means rough, single-lane roads and temporary bridges. Furthermore, timber purchasers are interested in cutting timber, not in building roads, and this makes it difficult to enlist their cooperation in adhering to Forest Service standards and requirements. The Forest Service now has authority to require purchasers to use supplementary appropriated funds for the purpose of building higher standard roads, but this program is complex and generally unpopular with timber purchasers.

Purchaser road construction requirements have proven especially burdensome for small operators. Despite recent changes in the Forest Service timber sale contract which permit a rapid writeoff of road costs against stumpage payments, purchasers must still put up extra capital before they begin removing timber to finance road construction costs. There are other operating difficulties in meeting the road requirements, and in general the small operators would much prefer that the Forest Service build all necessary main-line access roads from appropriated funds. The purchaser would still pay the portion of the road cost chargeable to his sale, but he would pay it in the form of increased stumpage payments, and would therefore pay as the timber is removed and sold.

These difficulties for the small purchaser tend to restrict competition for certain national forest timber sales, especially those in the more remote areas which are now being marketed as old growth timber is removed from the more accessible areas. Larger sales must be put up to justify the greater road costs. A recent study of Government timber sales by Economist Walter Mead has confirmed that roadbuilding requirements do tend to restrict competition and may be a factor in producing de facto collusion in Government timber sales. Without vigorous competition for its timber sales, the Government (including the counties) receives less money for its timber, and the economy suffers through increasing concentration of firms in the timber and wood products industries.

In addition to disadvantages for the Forest Service and timber purchasers, we believe that extensive reliance on purchaser construction jeopardizes the

public interest because there is inadequate control of costs and practices in the construction of what is essentially a public road system. Almost all purchaser roads are built by the purchasers themselves, with their own forces and equipment, there being no requirement for competitive bidding on the road project itself. The professional and technical competence of professional road contractors is thus lost to the Government through this method. Purchasers are building over \$70.5 million of national forest roads in the current fiscal year, and a sizable proportion of this amount will go for permanent, main-line roads of the kind which in other Government programs would be subject to laws requiring formal bids and contracts.

Finally, local counties and school districts suffer from purchaser construction because the total national forest receipts against which their 25-percent payments are calculated are reduced by the amount necessary to finance purchaser construction. In 1966, these local governments are losing some \$17.6 million due to this program.

The Forest Service recently completed a study which estimates the amount of property taxes which would be paid if the National Forests were privately owned, and compares this amount with (1) the actual 25-percent payments and (2) the value of Forest Service "contributions in kind"; that is, Government services and facilities which would be provided on such lands by State and local governments if the land were privately owned. One basic finding was that payments plus contributions in kind increased only 80 percent from 1952 to 1962, as compared to a 126-percent increase in the estimated taxes which the same land would pay, if it were privately owned. Stumpage deductions allowed to finance purchaser road costs account for a substantial part of the difference between these two figures.

In conclusion, Mr. Chairman, the National Association of Counties urges that even if it is found necessary to postpone badly needed improvements in the national forest road system due to overall economic considerations at this time, authorizations for national forest development roads and trails should be increased substantially over the levels proposed in H.R. 14359, and that these increases be used to accomplish a major shift in the method of financing these roads from purchaser construction to construction by the Government with appropriated funds. This would not increase the total road program, and would therefore not be inflationary. Moreover, we believe it can be done with no net cost to the Government and with an excellent prospect of actually increasing the net return to the Treasury. Federal stumpage receipts would increase in direct proportion to the increase in the appropriated road program. It is true that part of this increase would be shared with local governments, but we believe that the long-range benefits to national forest management and the increased competition for Forest Service timber which such a shift would produce would more than make up this difference.

Thank you very much.

STATEMENT ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTIES BY JAMES MICKELSON, COMMISSIONER, BONNER COUNTY, IDAHO, FORMER CHAIRMAN, NATURAL RESOURCES COMMITTEE, NATIONAL ASSOCIATION OF COUNTIES

My name is James Mickelson. I am a county commissioner from Bonner County, Idaho. I have served as chairman of the Public Lands Committee of the Idaho Association of County Commissioners and Clerks, and also as chairman of the Natural Resources Committee of the National Association of Counties.

My statement deals with the forest highways system, which would be authorized \$33 million for each year under section 5, paragraph (2) of H.R. 14359. This \$33 million authorization level has not been increased since 1958, despite substantial increases in the use of this system and in the general costs of road construction.

The forestry highway system consists primarily of those portions of certain State highways which cross national forest lands. These are the most heavily traveled roads, and they serve intercommunity travel as well as users of national forest resources. They are distinguished from the national forest development roads and trails system, for which provision is made by section 5, paragraph (4), in that the development roads and trails provide access to specific areas within national forests.

Money appropriated for forest highways is divided between the States in accordance with a formula weighted 50 percent for area of national forest lands and 50 percent for valuation of such lands. The funds are allocated to the Bureau of Public Roads for expenditure.

The forest highway system is the backbone of access for all means and purposes of travel to and from the national forests. It provides vital communication lines between populated segments of many States which are otherwise separated by vast wilderness areas of national and State forest lands.

Taking my own State of Idaho as an example, forest highway funds support segments of several main arteries which are assential to the continuance of a healthy economy, including wood products and tourism.

One such project now under construction in Boise and Custer Counties serves a popular fishing, hunting, and recreation area as well as the logging and mining industries. When completed, the surfaced highway will shorten the distance from Boise, Idaho, to Missoula, Mont., by 106 miles and will aid in the development of the federally owned timber and mining resources as well.

Another such project, forest highway 30 which is an important segment of U.S. Highway 93 from Salmon to the Montana line, will improve the marketability of products of farms, mines, and ranges in that area and will undoubtedly stimulate development of tourist facilities.

The Banks-Lowman Forest Highway 24, when completed, will support livestock traffic now estimated at 2,000 head annually, provide means for farm products transfer over the roadway, and decrease hazardous driving conditions which should contribute to increased tourist traffic in this area.

Still another project, a 12-mile stretch in Elmore County, will open up a direct route to the Camas country, reducing to 50 miles a route that once required nearly 100 miles of road travel to reach.

There is a particular problem in connection with forest highways in this year's Federal-Aid Highway Act that concerns county government in a special way. Section 5, paragraph (2) of the bill provides for financing this system out of the highway trust fund for the first time, and it also limits the use of this money to roads which are "on the Federal-aid highway systems."

If this provision is adopted, it will immediately eliminate 3,091 miles of roads which are now in class III for purposes of the program. Class III roads are roads which are not primary or secondary highways—or in other words, for practical purposes—roads on the forest highway system which are county roads.

Counties do, of course, benefit substantially from forest highways which are on the primary or secondary systems. However, we do object to the deletion of county roads from this program. It seems clear to us that the net effect of this deletion will be to add even more to the demands which are already far in excess of facilities of the forest development roads and trails system.

In other words, the inevitable effect will be to shift class III roads from the existing forest highway system to the forest development roads and trails system. This will, indirectly perhaps, result in reduced revenue to counties and local school districts to the extent that the Forest Service will attempt to satisfy these new demands by programing additional road construction and maintenance by the timber purchasers.

This problem has already been outlined for you by Mr. Tollenaar and others.

STATEMENT ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTIES BY ELLIS WHITE, MALHEUR COUNTY JUDGE, PRESIDENT, ASSOCIATION OF OREGON COUNTIES

Mr. Chairman and members of the committee, my name is Ellis White. I am the county judge of Malheur County, Oreg., and am currently serving as president of the Association of Oregon Counties.

My remarks will be directed particularly to the public lands development roads and trails system. H.R. 14359 would authorize \$2 million for this program in 1968 and \$3 million in 1969.

This road system is supposed to serve the 168 million acres of unreserved, unappropriated public domain land in the 11 Western States. This area, commonly referred to as the "public domain," is Federal land not set aside for national forest, wildlife refuge, national park, or any other specific purpose. Technically, it is still open for entry under the homestead, desert land, and other laws.

However, very little of this land has been disposed of under these laws in recent years, and it is clear that most of it will remain permanently under Federal ownership and management.

Generally these lands have values for grazing, minerals, wildlife, recreation, watershed, and other uses. While they are located primarily in the West, they support a substantial portion of the Nation's beef industry, yield oil and other minerals of high value, and are being intensively used for recreation purposes.

The Bureau of Land Management, which administers these lands, has estimated that eventually some 80,000 miles of roads will be needed to provide access for proper management and utilization of the resources of the public domain. The Bureau now has in its inventory some 45,000 miles of roads and trails of all types, including fire trails and roadways that are so primitive that they are usable for only a few months each year. Substantially over half of the Bureau's existing road mileage must be reconstructed to meet existing and projected needs.

The fact is, Mr. Chairman, that county governments in the West are providing the vast bulk of the road system for the public domain. Virtually the entire system of access to these Federal resources is provided by roads constructed and maintained by the counties and to some extent by the State governments. The money for these county and State roads which serve Federal land is coming from local user taxes and in substantial part from local property taxes. Some minor amounts of shared revenues are paid to the counties on behalf of these lands, but nowhere do they begin to approach an amount sufficient to compensate the counties for building and maintaining this road system for the federally owned public domain.

Perhaps a brief reference to the situation in my own State will illustrate the problem. The BLM claims a road inventory of about 2,500 miles of roads on its 13.5 million acres of public domain in Oregon, of which it maintains only about 300 miles. Of these totals, 5 million acres are in my own county, and the BLM is maintaining about 50 miles of roads there.

In contrast to this, Malheur County has about 1,100 miles of graded and drained roads which it maintains within the same 5 million public domain acres. This is almost half of our total county road mileage. The travel over these roads includes ranchers, governmental administrative vehicles, and also recreationists. Some of these roads are used more extensively by Government vehicles than by any other class of user.

Mr. Chairman, the counties I represent believe the time is long past due when the Government should begin to live up to its responsibilities for providing an adequate system of roads to service these lands. While for many years the main use of these lands was for grazing—and it might have been maintained that their benefit was therefore primarily a local one—today grazing is only one of a growing number of types of use on these lands, and the people of the entire United States are receiving benefits from them.

Specifically, we recommend that your committee increase the authorizations proposed in H.R. 14359 from \$2 million in 1968 and \$3 million in 1969 to \$7 million each year. This amount would still be far less than what is needed to develop an adequate road program for these lands, but it would permit the BLM to get a start on implementing its long-range plans. It would also, we believe, allow the Government to begin assuming more responsibility for roads which exist primarily to serve management and resource user purposes on its own lands.

Thank you very much for this opportunity to express our views.

BACKGROUND INFORMATION ON NATIONAL FOREST DEVELOPMENT ROADS AND TRAILS AUTHORIZATION

(Sec. 5, par. (4), H.R. 14359)

I. An adequate system of roads and trails is the essential key to the proper development and management of natural resources in the national forests.

A. The national forest road system consists of two main parts—the forest highways system and the national forest development roads and trails system. This statement is concerned only with the development roads and trails.

B. The Multiple-Use Sustained-Yield Act of June 12, 1960, provides that the national forests "shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes." National forest development roads and trails are in fact designed and used for all these purposes.

II. The construction and maintenance of national forest development roads and trails is financed from three main sources:

A. Appropriations under the authorizations contained in the biennial Federal-Aid Highway Act. (Fiscal 1966 authorization: \$85 million.)

B. Allocation of 10 percent of national forest receipts under the act of March 4, 1913 (fiscal 1966 allocation: \$14,203,671).

C. Deductions from payments that otherwise would be made to the Government by purchasers of national forest timber. These deductions are made as compensation for construction and maintenance of timber access roads by the purchasers. (Fiscal 1966 program: \$70,552,875.)

III. After a long period of neglect, the needs of the forest development roads and trails system have recently been given greater recognition by both legislative and executive action.

A. Until 1963, the rate of increase in the authorization for national forest development roads and trails was too low to keep pace with the unprecedented growth in the demand for national forest timber, recreation usage, and other national forest resources. The authorizations grew gradually from a level of \$17.5 million in 1951 to \$40 million in 1963—a 16-year period during which inflation reduced substantially the increased purchasing power that would otherwise have been available from these increases.

1. The gap between the amount needed to sustain the Forest Service's program and the appropriations made under these authorizations during these years was partially filled by increasing the share of the road program financed by making deductions from stumpage prices for purchaser construction and maintenance (see II-C, above). The estimated value of roads built by timber purchases through allowances in the selling prices of timber increased from \$13.8 million in 1951 to \$54.5 million in 1963. (This is in addition to the cost of road maintenance performed by purchasers, which is also compensated by stumpage deductions).

B. In 1956, a joint congressional study of Federal timber sale policies, after making certain findings with respect to the disadvantages of relying on purchaser-financed construction (see sec. V below) recommended that "the agencies (Forest Service and certain Interior agencies) should develop without further delay a coordinated program for Federal construction of a main-line access-road network for all Federal commercial areas," that these roads should be built to permanent standards, and that they "should be constructed in a manner which provides for long-term multiple-use development."

C. This and other expressions of congressional intent to establish the national forests on a long-range multiple-use basis led to preparation of "a development program for the national forests," which was transmitted by President Kennedy to the Congress February 21, 1962. This is a comprehensive plan for national forest development and resource utilization, and it is broken down into two periods: the short-range 10-year program planned for 1963 to 1972 and a long-range plan projected to the year 2000. It is based directly on projections of national needs for timber, forage, water, recreation, and other national forest products, and these projections have, during the first 4 years of the plan period, proven to be conservative.

1. The development plan called for appropriations, during the short-range 10-year program, totaling \$1.2 billion to construct 79,400 miles of multiple-use roads and 8,000 miles of trails. This is exclusive of maintenance, which is also financed from the national forest development roads and trails appropriation. It is also exclusive of an additional \$474 million over the 10-year period which would be programed for construction by timber purchasers and financed by deductions from stumpage prices.

D. In response to the needs as outlined in the development program, Congress increased the authorization for national forest development roads and trails under the Highway Act from \$40 million in fiscal 1963 to \$70 million in 1964 and \$85 million in 1965. The authorizations for 1966 and 1967 were left at the \$85 million level.

E. Throughout congressional consideration of national forest development roads and trails authorizations, there has been consistent recognition both of the value of the system and of the wisdom of the Federal investment. The report of the House Subcommittee on Roads on the Federal Aid Highway Act of 1960 stated "the committee has been persuaded by the fact that every cent invested in timber access roads enhances the value of the Federal forests and returns in

full the investment made by the Federal Government." The 1962 report of the same committee, commenting on action that year which more than doubled the previous authorization, said, "further increases will be required in future years to fulfill the planned program as scheduled," and similar observations have been made in other official reports.

IV. Despite recent favorable action by Congress, the national forest road program is behind current and projected needs.

A. The authorizations for the first 5 years of the short-range 10-year program have been less than the amount indicated in the development program.

1. The authorizations have totaled \$418,607,000 (including the 10-percent fund) as compared to \$608,529,000 planned for this period, or a deficiency in authorizations of \$189,922,000.

(a) Of the \$418.6 million authorized, \$38 million was for emergency flood damage under the Northwest Disaster Relief Act, so the actual deficiency in terms of the regular program is greater than the amount indicated.

B. Some of the deficiency in authorizations and appropriations, as compared to the planned levels of the development program, has been made up by a greater-than-planned reliance on financing by timber purchasers.

1. Purchaser construction 1963 through 1966 has totaled \$298 million, as compared with \$203 planned.

C. Recreation usage of the national forests has been greater than anticipated in the development program, thus requiring increases in the road program over the levels projected.

1. New reservoirs have been developed by the Corps of Engineers and other agencies which were not anticipated when the development program was prepared, and this requires more access roads for recreation purposes.

2. The land and water conservation fund allocations to the Forest Service are for land acquisition only, and development (including access roads) must come from regular Forest Service funds.

3. There have been more actual recreation visits to the national forests than anticipated in the development program, and there is an urgent need to provide access to new recreation areas within national forests.

D. 1964 legislation permitted for the first time extension of the national forest development roads and trails system to the national grasslands administered by the Forest Service. This adds to the pool of unmet needs with a claim against the N.F.D.R. & T. appropriation.

E. New Federal programs, such as the Appalachian program and the rural area development program, establish new priorities for allocation of N.F.D.R. & T. money which were not anticipated when the development program was prepared.

F. General cost increases have been experienced since preparation of the development program, which was based on 1961 dollars.

1. Federal pay scales have been increased substantially.

2. The construction cost index has been rising nearly 2 percent each year.

V. Resort to purchaser financing of timber access roads in an effort to save appropriated funds results in several adverse consequences.

A. The proportion of appropriated funds to total appropriated and purchaser funds in the timber access road portion of the N.F.D.R. & T. program was only 46.2 percent in 1966, as compared to the 60-percent proportion planned in the development program. Thus, most timber access roads continue to be built by purchasers and financed indirectly by the Government through stumpage price deductions.

1. The proportion of purchaser roads varies considerably by region. For example, in region 6 (Oregon and Washington) where the demand for timber is relatively higher than in other regions, purchaser construction accounts for a higher proportion of the total program than in other regions—about 60 percent in 1966 as compared to the national average of 53.8 percent.

B. Reliance on purchaser construction of main-line roads tends to restrict these roads to areas where they are needed for the marketing of timber, while more remote areas valuable for recreation, watershed, and other purposes are left without access.

1. As old-growth timber is removed from readily accessible areas, the Forest Service is forced to put up larger and larger sales in order to justify the cost of access road construction. This tends to restrict competition to the larger operators.

C. Any requirement that the purchaser of national forest timber build part or all of the access to his sale area tends to discourage bidding by small operators.

1. Small operators may not be equipped or staffed properly for road construction, and find it difficult to obtain the necessary capital to build roads prior to the sale of their timber.

(a) Substantial improvement in this situation has been brought about recently through availability of Small Business Administration loans and particularly through the provision of the new timber sale contract which permits rapid amortization of road costs against stumpage payments. However, roadbuilding requirements still add to the operational and financial problems of the purchasers, whereas construction of access roads with appropriated funds prior to sale of the timber permits more flexibility and greater efficiency in the Forest Service timber sale program. (The net cost to the Government is approximately the same under either method, as explained in sec. VII below.)

(1) Building roads in advance of timber sales results in substantial long-range savings and better conservation, because access is gained for the purpose of salvaging mortality (estimated at 1.2 billion board feet annually in region 6 alone) and for thinning and other silvicultural practices on young timber stands.

(b) A recent study of bidding for Government timber (Mead report) observed that roadbuilding requirements do tend to restrict competition and may be a factor in producing "de facto collusion" in Government timber sales.

2. The number of small mills and logging operations in the Pacific Northwest has declined drastically during the past 20 years. Purchaser road financing policies are not solely responsible for this, but they must be regarded as a contributing factor.

D. When main-line roads are built by timber purchasers rather than by the Government through appropriated funds, it is difficult to achieve acceptable construction standards.

1. Although the Forest Service does the engineering for the purchaser roads, it is up to the purchaser to perform the actual construction (usually with his own equipment and forces). The purchaser is primarily interested in removing the timber, not in building the road, and this increases the difficulty of inspection and supervision.

2. Under rulings applicable to the Forest Service road program, timber purchasers may be required to finance only the standard of road which a "prudent operator" would build for the purpose of removing the timber from the immediate sale area. Roads built exclusively under the "prudent operator" concept are ordinarily single laned, inadequately surfaced, and generally substandard for economical permanent use.

(a) The Forest Service may furnish money from appropriated funds or supply materials to the purchaser in order to secure higher standard roads. For many years this was a voluntary program, but under recent legislative authority the Forest Service may now require the purchaser to use such supplements, funds, or materials. This has helped the Forest Service in its efforts to build permanent, "maximum economy" roads through the purchaser program, but it makes the administration of the program more complex and is generally unpopular with timber purchasers.

3. To the extent that substandard roads continue to be built where permanent, multiple-purpose roads are needed, the result is inconvenience and possibly greater physical hazard to the traveling public, increased hauling costs for the operators, and increased maintenance costs for the Government.

(a) A 1962 engineering study by region 6 of the Forest Service analyzes the effect of maintenance and hauling costs as components of total annual costs per mile of road at different construction standards, and estimates that if access roads in region 6 could be built to planned standards from 1962 to 1983, savings in maintenance and hauling costs alone would amount to \$329.5 million, as compared with construction costs of \$282 million.

E. Purchaser road construction requirements bypass requirements for competitive bidding on road construction which have proven advantageous to the Government under longstanding policies.

1. Federal law requires that national forest development roads built with appropriated funds and costing over \$10,000 per mile be let out for competitive bids. There is no corresponding requirement for roads built by timber purchasers, and in fact the vast majority of these roads are built by the purchasers with their own forces, without competitive bidding.

2. The professional and technical competence of regular road contractors is lost to the Government through this method.

VI. Continued reliance on purchaser construction results in financial losses to counties and local school districts, since the deductions from purchasers stumpage payments reduce the base against which the 25-percent payments to local governments (acts of May 23, 1908 and May 24, 1956) are calculated.

A. Increasing use of the purchaser construction method is partly responsible for the fact that national forest payments in lieu of taxes to States and local governments have lagged seriously behind the estimated property taxes these governments would collect if the same land were privately owned.

1. According to a recent Forest Service study, "National Forest Contributions to State and Local Governments, 1962," actual payments plus contributions in kind increased only 80 percent from 1952 to 1962, as compared to a 126-percent increase in the estimated taxes which the same land would pay if it were privately owned.

B. Counties and school districts are, in effect, financing 25 percent of the cost of purchaser-built roads in the national forests. At the 1966 program level, this means a loss of revenue to these local governments of some \$17.6 million.

VII. Shifting the emphasis in the national forest development road system from purchaser construction to Government construction through appropriations can be done at little or no cost to the Government.

A. National forest timber sale receipts would increase in direct proportion to the reduction in the purchaser construction program, since stumpage price deductions would no longer be made on account of roadbuilding requirements.

B. Twenty-five percent of the increased receipts would be paid to the States for county roads and schools. However, the increased competition for Government timber which such a policy would invite, the long-range economies to purchasers from permanent roads which would be reflected in bid prices, and the reduction in maintenance costs and overall resource management efficiency within the Forest Service would further increase stumpage receipts and reduce management costs so as to at least make up for the amount paid to local governments.

VIII. To the extent that increased appropriations for national forest development roads and trails are used only to shift from purchaser-financed construction to appropriation-financed construction, there would be no net increase in total capital expenditures. To this extent, current concern with inflationary trends is not a consideration.

Mr. CARLIN. Our first witness will be Commissioner Moffitt, from the State of Oregon.

STATEMENT OF DAVID S. MOFFITT, COUNTY COMMISSIONER OF LINCOLN COUNTY, OREG.

Mr. MOFFITT. Mr. Chairman and members of the committee, my name is David Moffitt. I am a county commissioner in Lincoln County, Oreg., and am vice president of the Association of Oregon Counties. Lincoln County is one of Oregon's central coastal counties, and its economy is heavily dependent upon the recreation and timber resources of the Siuslaw National Forest. The national forest is, in fact, our major industry, and as a county commissioner I am especially interested in the 25 percent of national forest receipts which is paid for the support of county roads and schools.

The people of my county fully appreciate the importance of an adequate system of roads and trails to the full development of the national forest resources. They have been grateful, therefore, for the leadership of Presidents Kennedy and Johnson in this area. In transmitting to Congress the development program for the national forests on September 21, 1961, President Kennedy cited as a major component of the plan the "adjustment of the road and trail program to provide

needed multiple-purpose roads." President Johnson, in his public works message to Congress February 23, 1966, listed as one of the principles in his conservation creed:

The right of easy access to places of beauty and tranquility where every family can find recreation and refreshment.

We especially welcomed the Forest Service's long-range development program for the national forests in 1961. As it bears directly on the authorization under consideration today, that program called for expenditure of \$1.2 billion during the period from 1963 to 1972 to construct 79,400 miles of multiple-use roads and 8,000 miles of trails; \$348.9 million of that total was programed for the State of Oregon.

It should be stressed that these are multiple-purpose roads, and not merely timber access roads.

The published development program notes that:

The presence or lack of access by road or trail has a direct and controlling influence on all phases of forest management and utilization such as:

- (a) The protection of forage, timber, and wildlife resources from fire, insects, and disease;
- (b) The balanced use of recreation, hunting, and fishing areas;
- (c) The volume of timber that can be marketed, especially for small sales and the support of dependent communities and small business enterprises;
- (d) The level of salvage cutting in dead and dying timber stands and the opportunity to promptly salvage losses resulting from fire, windstorm, insects, and disease; and
- (e) The protection of watershed lands from erosion and overgrazing by animals.

Despite a substantial increase in the authorization for national forest development roads and trails recommended by your committee and approved by the Congress in 1962, the promise of the long-range development program has not been fulfilled. For the first 5 years of the 10-year period, authorizations for this road program have totaled only \$418.6 million, as compared to \$608.5 million planned. Of the \$418.6 million authorized, \$38 million was for emergency flood damage under the Northwest Disaster Relief Act, so that the actual deficiency for the regular program of actual as compared to planned authorizations totals \$227.9 million.

During this same period of time there have been several developments which have increased both the needs upon which the 1961 development program was based and the cost of the work necessary to meet them. It is my understanding that Forest Service representatives have already testified as to the nature of those developments. I would like to merely underscore this from my own experience, however, by observing that whenever the need for a particular road or system of roads has been well established, as it was for the national forests in 1961, and the plans for its construction have been soundly developed, as they have been for the national forests, then it is far, far cheaper to proceed with construction as rapidly as possible than to postpone it. A recent engineering report for region 6 of the Forest Service, Oregon and Washington, reports that:

The estimated cost to complete the transportation system in region 6 is 30 percent greater today than it was when the development program for the national forests was inaugurated (1963).

Much of that cost would have been saved had the Forest Service been able to move more quickly toward completion of its road plan during the past 5 years.

We are aware of the special national economic considerations which must be taken into account in evaluating any capital expenditures at the present time. Even if the national forest road program must be curtailed for these reasons, however, we strongly recommend that the authorization for national forest development roads and trails in H.R. 14359 be substantially increased this year. There are two reasons for this recommendation. First, the authorizations would not apply to expenditures until fiscal year 1968 and 1969, and by that time the dangers of inflation may be reduced. Second, increased authorizations granted this year could be used to remedy what we believe is a serious inequity in the system of financing these roads, without increasing the total road program or the total expenditure over existing levels. Mr. Ken Tollenaar, a consultant to the Association of Oregon Counties, has made a special study of these financing problems, and he will speak more fully to this point.

Mr. Chairman, I am deeply grateful for the opportunity to express these views.

Thank you.

Mr. CLARK. Thank you very much, and now we will hear from Mr. Tollenaar.

Mr. TOLLENAAR. Mr. Chairman and members of the committee, my name is Kenneth C. Tollenaar. I am currently serving as a consultant to the Association of Oregon Counties on National Forest road matters, and was formerly employed as executive secretary of that association. My permanent position at the present time is research associate, Bureau of Municipal Research and Service, University of Oregon, Eugene, Oreg.

National forest development roads and trails are financed from three main sources: Authorizations under the biennial Forest Aid Highway Act, allocation of 10 percent of national forest receipts under the act of March 4, 1913, and deduction from national forest receipts due to agreements between the Forest Service and timber purchasers which call for the purchasers to build timber access roads, and which reduce the price purchasers pay for the timber so as to reimburse them for their costs.

There are some significant relationships between these sources. In particular, when authorizations and appropriations under the Highway Act and the 10-percent fund fall short of the urgent needs, there is a tendency to rely more heavily on purchaser construction to fill the gap. From 1951 to 1963, for example, authorizations under the Highway Act grew from \$17.5 million to \$50 million, an increase of 185.7 percent. During the same period of time, purchaser construction grew from \$13.8 to \$54.5 million, an increase of 294.8 percent. Since 1963, as previously indicated by Commissioner Moffitt, actual authorizations for "National forest development roads and trails" have totaled \$418.6 million as compared to planned authorizations of \$608.5 million. For the first 4 years of the 10-year development program, 1963 to 1966, purchaser construction has totalled \$298 million, as compared to only \$203 million planned for this period.

Reliance on purchaser construction to meet national forest goals has many adverse effects for the Forest Service, the timber operators, the local counties and school districts, and the general public.

I think the committee is generally familiar with the reasons for the last statement, and I will quickly summarize them.

There are four main points: One, the road program under the purchaser program becomes unbalanced. The roads have to be built where the timber is to be sold and not necessarily where the road need is; two, there is a very great difficulty of getting permanent maximum economy roads built under this system; three, the system is burdensome for small operators because basically they have to put up capital to build the roads before they move this to cut the timber which is what they are really interested in; four, partly as a consequence of these, there is a restriction on the amount of competition which the Forest Service was to get on its timber sales, and this tends to depress the price the Government receives for its timber.

There is also an inadequate control of cost and practices in the construction of these roads to the extent that they are financed out of purchaser funds because for all practical purposes the professional and technical competence of professional road contractors are frozen out of that program. And I might add that it amounts to some \$70.5 million this year.

At this point I would like to revert back to my printed statement.

Finally, local counties and school districts suffer from purchaser construction because the total national forest receipts against which their 25 percent payments are calculated are reduced by the amount necessary to finance purchaser construction. In 1966, these local governments are losing some \$17.6 million due to this program.

The Forest Service recently completed a study which estimates the amount of property taxes which would be paid if the National Forests were privately owned, and compares this amount with (1) the actual 25 percent payments and (2) the value of Forest Service "contributions in kind," that is, government services and facilities which could be provided on such lands by State and local governments if the land were privately owned. One basic finding was that payments plus contributions in kind increased only 80 percent from 1952 to 1962, as compared to a 126-percent increase in the estimated taxes which the same land would pay, if it were privately owned. Stumpage deductions allowed to finance purchaser road costs account for a substantial part of the difference between these two figures.

In conclusion, Mr. Chairman, the National Association of Counties urges that even if it is found necessary to postpone badly needed improvements in the national forest road system due to overall economic considerations at this time, authorizations for national forest development roads and trails should be increased substantially over the levels proposed in H.R. 14359, and that these increases be used to accomplish a major shift in the method of financing these roads from purchaser construction to construction by the Government with appropriated funds. This would not increase the total road program, and would therefore not be inflationary. Moreover, we believe it can be done with no net cost to the Government and with an excellent prospect of actually increasing the net return to the Treasury. Fed-

eral stumpage receipts would increase in direct proportion to the increase in the appropriated road program. It is true that part of this increase would be shared with local governments, but we believe that the long-range benefits to national forest management and the increased competition for Forest Service timber which such a shift would produce would more than make up this difference.

Thank you very much.

Mr. CLARK. Thank you for your statement.

Now we will hear from Commissioner Mickelson.

Mr. MICKELSON. Mr. Chairman and members of the committee, my name is James Mickelson. I am county commissioner from Bonner County, Idaho. I have served as chairman of the Public Lands Committee of the Idaho Association of County Commissioners and Clerks, and also as chairman of the Natural Resources Committee of the National Association of Counties.

My statement deals with the forest highways system, which would be authorized \$33 million for each year under section 5, paragraph (2) of H.R. 14359. This \$33 million authorization level has not been increased since 1958, despite substantial increases in the use of this system and in the general costs of road construction.

The forest highway system consists primarily of those portions of certain State highways which cross national forest lands. These are the most heavily traveled roads, and they serve intercommunity travel as well as users of national forest resources. They are distinguished from the national forest development roads and trails system, for which provision is made by section 5, paragraph (4), in that the development roads and trails provide access to specific areas within national forests.

Money appropriated for forest highways is divided between the States in accordance with a formula weighted 50 percent for area of national forest lands and 50 percent for valuation of such lands. The funds are allocated to the Bureau of Public Roads for expenditure.

The forest highway system is the backbone of access for all means and purposes of travel to and from the national forests. It provides vital communication lines between populated segments of many States which are otherwise separated by vast wilderness areas of National and State forest lands.

There is a particular problem in connection with forest highways in this year's Federal Aid Highway Act that concerns county government in a special way. Section 5, paragraph (2) of the bill provides for financing this system out of the highway trust fund for the first time, and it also limits the use of this money to roads which are "on the Federal-aid highway systems."

If this provision is adopted, it will immediately eliminate 3,091 miles of roads which are now in class 111 for purposes of the program. Class 111 roads are roads which are not primary or secondary highways—or in other words, for practical purposes—roads on the forest highway system which are county roads.

Counties do, of course, benefit substantially from forest highways which are on the primary or secondary systems. However, we do object to the deletion of county roads from this program. It seems clear to us that the net effect of this deletion will be to add even more to

the demands which are already far in excess of facilities of the forest development roads and trails system.

In other words, the inevitable effect will be to shift class 111 roads from the existing forest highway system to the forest development roads and trails system.

This will, indirectly perhaps, result in reduced revenue to counties and local school districts to the extent that the Forest Service will attempt to satisfy these new demands by programing additional road construction and maintenance by the timber purchasers.

This problem has already been outlined for you by Mr. Tollenaar and others.

Now, before I close, the chamber of commerce and Forest Service did send me down a small map. I would just like to have you people have it here and look at it and see this mapped out by the Forest Service, and I will leave it for you. Thank you very much for this opportunity to express these views.

Mr. CLARK. Thank you very much.

(The documents referred to follow:)

KANIKSU NATIONAL FOREST—IDAHO FOREST ACCESS ROADS, UPPER PRIEST RIVER, PRIEST LAKE AND PRIEST RIVER DRAINAGES

The following overmature timber could be harvested and the recreational facilities constructed if the access roads were available.

1. *Westside Priest Lake Road No. 237.4*

Extending from Granite Creek to Beaver Creek along the west side of Priest Lake in Bonner County. Contracts to clear cut, grade and gravel 9 miles of double-lane main line (24 feet) access road for forest harvest and recreational facilities.

Forest products: 150 million board feet overmature western mixed timber, plus cedar poles, posts.

Recreation:

- (a) Six public campgrounds, 140 family units.
- (b) Two public picnic areas, 32 family units.
- (c) Two public swimming sites.
- (d) Two public boating sites.

2. *Boundary Creek-Stagger Inn Road No. 287*

Northernmost 8 miles. Requirement to clear cut, grade and gravel main line double lane (24 feet) roadbed for access to overmature timber, permitting development of camping sites, hunting, and mineral prospecting.

Forest products: Total both basins listed below.

Recreation: Four public campgrounds, 48 family units.

Mineral: Open to prospecting.

Rock Creek Basin Road No. 637.—Requirement to clear cut, grade and gravel surface, 5.4 miles of 12-foot single-lane roadbed for access to overmature timber on high mountain terrain.

Forest products: 197 million board feet of western mixed timber, plus cedar poles, posts, etc.

Recreation: Hunting, trail hikes, and exploring.

Mineral: Open to prospecting.

3. *Snowy Mountain, Salmo River drainage*

Requirement to clear cut, grade and gravel 5 miles of single-lane 12-foot roadbed for access to 120 million board feet of western mixed timber that because of terrain must be routed to Boundary Creek-Stagger Inn Road No. 287. This rugged area is excellent for hunting, exploring, and mineral search.

4. *Bench Creek-Upper Jackson Creek-Hughes Fork drainages No. 1391*

Requirement to clear cut, grade and gravel surface 12 miles of single-lane roadbed for access to overmature timber in high mountain terrain.

Forest products: 90 million board feet of western mixed timber plus cedar poles and posts.

Recreation: Hunting and trail hikes.

Mineral: Open for prospecting.

Other

Single isolated timber units that are too far from mainline access roads for public operators' bidding, because of roadbuilding requirement. These unit volumes will be lost and become a fire hazard without some provision for access to the areas.

1. *North Baldy unit*.—Requirement for 19 miles clear cut, and grade single-lane 12-foot roadbed to salvage 20 million board feet of overmature mixed timber, plus recreational benefits.

2. *Hoodoo Divide-Pen Oreille River drainage unit*.—Requirement for 12 miles clear cut and grade single-lane 12-foot roadbed to salvage 20 million board feet of overmature mixed timber.

NOTE.—Western mixed timber species consist of the following:

Idaho white pine
Ponderosa pine
Lodge pole pine
Hemlock

Western red fir
White fir
Larch, tamarac
Cedar

Overmature western mixed timber is classed at 200-plus years old and is at the point of rapid deterioration.

The above designated access roads will be needed in the immediate future to maintain the present allowable annual cut and maintain the present employment level.

All the unit areas Nos. 2, 3, and 4 are open to prospecting and are about 25 miles east of the rich metaline lead and zinc developments in northeastern Washington.

PLEASE OBSERVE THESE RULES OF GOOD WOODSMANSHIP

1. Obtain a campfire permit where required.
2. Carry a shovel, ax, and bucket.
3. Smoke only in a safe place.
4. Put fire dead out with water.
5. Leave a clean and sanitary camp.
6. Observe the fish and game laws.
7. Cooperate with rangers and wardens in reporting and suppressing fires.
8. Preach what you practice; and practice what you preach.

The ranger for this area is:

Kaniksu National Forest.

DON'T BE A LITTERBUG!

Opportunities for recreation are an important part of the many returns of multiple-use management of the national forests. The national forests are lands of beauty and wealth that belong to all of us. They cover 181 million acres, or about an acre per person in the United States.

These national forests are owned by you, the American people. They are administered for you by the forest rangers of the Forest Service, U.S. Department of Agriculture. Since the establishment of the Forest Service under President Theodore Roosevelt, the guiding policy has been "the greatest good of the greatest number in the long run."

These farflung public lands provide many things—timber for industry, water for city and farm, forage for livestock and wildlife—as well as many kinds of outdoor recreation. These important lands are managed for the perpetual yield of their renewable forest resources under a system of coordinated multiple use. As long as the national forests continue to be protected and developed, used but not abused, they will continue to yield rich harvests, both tangible and intangible, forever.



Mr. CLARK. And now we will have the last witness, Judge White.

Mr. WHITE. Mr. Chairman and members of the committee, my name is Ellis White. I am the county judge of Malheur County, Oreg., and am currently serving as president of the Association of Oregon Counties.

My remarks will be directed particularly to the public lands development roads and trails system. H.R. 14359 would authorize \$2 million for this program in 1968 and \$3 million in 1969.

This road system is supposed to serve the 168 million acres of unreserved, unappropriated public domain land in the 11 Western States. This area, commonly referred to as the "public domain," is Federal land not set aside for national forest, wildlife refuge, national park, or any other specific purpose. Technically, it is still open for entry under the homestead, desert land, and other laws. However, very little of this land has been disposed of under these laws in recent years, and it is clear that most of it will remain permanently under Federal ownership and management.

Generally these lands have values for grazing, minerals, wildlife, recreation, watershed, and other uses. While they are located primarily in the West, they support a substantial portion of the Nation's beef industry, yield oil and other minerals of high value, and being intensively used for recreation purposes.

The Bureau of Land Management, which administers these lands, has estimated that eventually some 80,000 miles of roads will be needed to provide access for proper management and utilization of the resources of the public domain. The Bureau now has in its inventory some 45,000 miles of roads and trails of all types, including fire trails and roadways that are so primitive that they are usable for only a few months each year. Substantially over half of the Bureau's existing road mileage must be reconstructed to meet existing and projected needs.

The fact is, Mr. Chairman, that county governments in the West are providing the vast bulk of the road system for the public domain. Virtually the entire system of access to these Federal resources is provided by roads constructed and maintained by the counties and to some extent by the State governments. The money for these county and State roads which serve Federal land is coming from local user taxes and in substantial part from local property taxes. Some minor amounts of shared revenues are paid to the counties on behalf of these lands, but nowhere do they begin to approach an amount sufficient to compensate the counties for building and maintaining this road system for the federally owned public domain.

Perhaps a brief reference to the situation in my own State will illustrate the problem. The BLM claims a road inventory of about 2,500 miles of roads on its 13.5 million acres of public domain in Oregon, of which it maintains only about 300 miles. Of these totals, 5 million acres are in my own county, and the BLM is maintaining about 50 miles of roads there.

In contrast to this, Malheur County has about 1,100 miles of graded and drained roads which it maintains within the same 5 million public domain acres. This is almost half of our total county road mileage. The travel over these roads includes ranchers, governmental administrative vehicles, and also recreationists. Some of these roads are used more extensively by Government vehicles than by any other class of user.

Mr. Chairman, the counties I represent believe the time is long past due when the Government should begin to live up to its responsibilities for providing an adequate system of roads to service these lands. While for many years the main use of these lands was for grazing—and it might have been maintained that their benefit was therefore

primarily a local one—today grazing is only one of the growing number of types of use on these lands, and the people of the entire United States are receiving benefits from them.

Specifically, we recommend that your committee increase the authorizations proposed in H.R. 14359 from \$2 million in 1968 and \$3 million in 1969 to \$7 million each year. This amount would still be far less than what is needed to develop an adequate road program for these lands, but it would permit the BLM to get a start on implementing its long-range plans. It would also, we believe, allow the Government to begin assuming more responsibility for roads which exist primarily to serve management and resource user purposes on its own lands.

Thank you very much for this opportunity to express our views.

Mr. CLARK. Thank you very much. And now counsel has a very few questions to ask.

Mr. SULLIVAN. Just two or three brief questions. I note that you take the same position as a number of people did when they testified as to the forest development of roads and trails. You are in favor of an increase in authorization to put the 1961 program back on date. Is that correct?

Mr. CARLIN. That is correct.

Mr. SULLIVAN. Would you also be in favor of these roads being built by Federal construction?

Mr. CARLIN. Yes, sir.

Mr. SULLIVAN. Mr. Mickelson, I notice on page 2 of your statement, your two very pertinent paragraphs, having to do with the effect of the forest highway system. If as presently proposed the money for it came out of the Highway Trust Fund rather than out of the general fund—you are talking about 3,091 miles of these highways. Are they vital to the operation of this system in your opinion?

Mr. TOLLENAAR. Is it all right if I answer that?

Those 3,091 miles at the present time are receiving about—well, this is the last year, \$780,000 according to testimony given the other day, out of the forest highway fund.

When you say vital to the present system, how they relate functionally to the rest of the forest highway system, it would be my assumption that they carry somewhat less traffic and perhaps more specialized traffic than the rest of the forest highway system than our State primaries and secondaries.

However, our point is that if this is deleted from the forest highway system, the effect is merely going to be to throw that class of road, that 3,000 miles, over into the forest road development roads and trails system and water down the appropriation for those roads, which is already inadequate.

So we don't see where there is really anything being gained by it.

Mr. SULLIVAN. But there is a need for these roads, these 3,091 miles and there may be increasing need in the years to come. Is that not true?

Mr. TOLLENAAR. That is true.

Mr. SULLIVAN. Finally, Judge, in other words what you are saying is these public lands, have about passed beyond their former stage and now are more or less multi—

Mr. WHITE. That is right.

Mr. SULLIVAN. You think more Federal funds are due the program because the use of these roads have changed over the years, is that correct?

Mr. WHITE. Yes, this is right.

Mr. CLAUSEN. I don't know that I have any questions, but I do want to compliment all the witnesses here for making what I think to be one of the finest records on forest development roads in stating the case for counties that has been made for this committee. And I am convinced with what you have presented here, plus the record that has been developed, that we truly have a case that can be presented to the Congress; and I am sure the committee is going to give all of your testimony a great deal of consideration.

The only point that I would like to expound on, and possibly ask for some comment from you, is the manner of Federal aid, secondary Federal aid, primary highways, and the effect on the economy of your areas. As you know, you are all pretty much a subordinate to the State and Federal level for tax sources; and I wonder, Mr. Carlin possibly, if you could expound on what you think the possibility for expansion of your economy would be if we would bring this Federal-aid secondary program up to date?

Mr. CARLIN. The key to the growth of any community, regardless of the size of the community, is going to be geared in substantial manner to the access routes of bringing people in it and transversing through the various resources that that area has to offer. I thought you made a key point this morning in your questions to another witness when you pointed out that as the Interstate System is increased to meet increasing considerations that not only do we place our concern with the Interstate System alone, but also to the Federal-aid secondary system as well; and the key to the growth of any of these areas, particularly when you get into the suburban and rural areas, is going to be geared in a substantial way to these Federal-aid secondary roads.

Mr. CLAUSEN. Don't you find complaints from some of your constituents about the fact that the county roads and some of the city streets are not kept up to the standards, principally because of the emphasis on the Interstate Highway System; and I would direct this to the gentleman from Oregon.

Mr. MOFFITT. I would say, "Yes," we get numerous complaints on the condition of our county roads, but I do not follow your connection. I did not get the last part of your question.

Mr. CLAUSEN. The point I am making is all the emphasis has been on Interstate Highway System development, or freeway development, and you are very limited in tax sources to provide for an adequate system unless the State and Federal Governments provide a revision in their revenue allocations of some sort.

So principally what I want to do is have a comment from you on the need for balancing your road system at the county level on a parallel with that which has been developed for the State and Federal level.

Mr. MOFFITT. I agree with your statement earlier—Mr. Carlin referred to it. I agree with them 100 percent. We do have to maintain a balance on this. We bring in a large flow of traffic, and a fast flow

of traffic on an Interstate road, and then they have no place to go but smaller roads.

Mr. WHITE. I would like to comment on this that we have been frequently told by our State legislators that have been connected with the Interstate highway that there will be money; but as we note here in the testimony given, there are added costs. There will be added mileage; and we see no immediate future funds available for this, unless there is a balance kept; and I just might point out that in a stretch of FAS road just completed, going from Harper over to a valley, following the development of this road, whereas there had been no potatoes raised in that valley, there were last year 10 million sacks of potatoes hauled out of that valley, and these roads are vital, and they are necessary for the development of our local communities.

Mr. CLAUSEN. And if you could do this with the development of roads, you can in effect broaden your own tax base in the communities so as to enhance your capability of financing local services. Is this not true?

Mr. WHITE. You are so right; yes.

Mr. CLAUSEN. One other point, Judge White—

Mr. WHITE. Yes.

Mr. CLAUSEN. I think you are trying to emphasize the fact that the Federal Government in effect has been a landlord.

Mr. WHITE. They have been the absentee landlord, right.

Mr. CLAUSEN. And they really have not kept abreast of the changing economic developments in your community. Is this not true?

Mr. WHITE. Yes.

Mr. CLAUSEN. All right. Mr. Tollenaar, your statement, of course, is one of the finest that I have ever heard presented to this committee in expounding and explaining the forest development problems in the West; and so I am deeply grateful to you because it certainly reiterates and amplifies many of the points that we were trying to develop in testimony before this committee.

Is there anything else you would like to add to this?

Mr. TOLLENAAR. Thank you for your complimentary remarks, Mr. Clausen. I think the only point that perhaps needs to be brought out is to point out specifically that the National Association of Counties is requesting that the authorization for national forest development roads and trails be increased from those proposed in the bill \$85 to \$110 million, up to \$170 million. This would then get the program back into gear with the other aspects of the national forest long-range development program.

Mr. CLAUSEN. As I mentioned yesterday, I intend to introduce an amendment to that effect that will coincide with Senator Jordan's amendment.

Mr. Carlin, do you have any other comment on this?

Mr. CARLIN. No, Mr. Tollenaar has stated our strong endorsement of the section 5, subsection 4, to \$170 million for each of the 2 years, fiscal year 1968 and fiscal year 1969; and I would like to underscore the testimony of Judge White regarding the public land development roads and trails, which has been a category of roads which for far too many years has been virtually ignored, and calling there for an increase from the amounts that are listed in the bill to \$7 million a year for fiscal year 1968 and 1969.

Mr. CLAUSEN. Well, I just want to close on this point. Mr. Carlin can certainly be recognized as an authority in public lands, as I believe this is his principal responsibility for the National Association of Country Roads.

Mr. CLARK. Thank you very much, gentlemen, for your statements. Now we will have Leonard Crawford.

We are glad to have you with us today.

STATEMENT OF LEONARD K. CRAWFORD, PRESIDENT, CONSULTING ENGINEER COUNCIL OF THE UNITED STATES, SPRINGFIELD, ILL.

Mr. CRAWFORD. Mr. Chairman, and gentlemen of the committee, my name is Leonard K. Crawford. I am a consulting engineer with the firm of Crawford, Murphy & Tilly, Inc., in Springfield, Ill. I am here today as the president of Consulting Engineers Council of the United States, which is a federation of 45 State and regional association of consulting engineers and represents approximately 1,800 individual firms.

I believe that my formal statement has been distributed and for the sake of brevity I would like to briefly review it, summarize the statement, and I would like to make a few more points in support of it. (The statement follows:)

STATEMENT BY LEONARD K. CRAWFORD, PRESIDENT, CONSULTING ENGINEERS COUNCIL OF THE UNITED STATES

Mr. Chairman and members of the subcommittee, my name is Leonard K. Crawford. I am a partner in the consulting engineering firm of Crawford, Murphy & Tilly, Inc., consulting civil engineers, located in Springfield, Ill. I appear today as the president of Consulting Engineers Council of the United States, a professional society composed of nearly 1,800 independent firms of engineers in private practice. Our membership is restricted to organizations and individuals engaged solely in the private practice of engineering, and having no affiliation with the manufacture of equipment or materials, or with the provision of other services.

My purpose in appearing before your subcommittee is to request clarification of the intent of Congress with respect to the utilization of consulting engineering firms by the State highway departments for design and construction engineering under the Federal-aid highway program. It is our contention that the policy governing contractual engineering services has a direct and important effect on the cost of completing the national highway system.

Consulting engineers have played an important part in the national highway program historically, and have been responsible for about one-half of the design phase of engineering for the interstate program authorized under the Federal-aid highway program by the act of 1956. The ready availability of qualified professional engineers, through private firms, enabled the State highway departments to undertake engineering responsibilities under the 1956 act with a minimum of delay, and has proven to be economical and desirable from the standpoint of providing a wide range of specialized services available upon demand.

Former Highway Administrator Tallamy commented to the General Accounting Office on the utilization of consulting engineers as follows:

"* * * Work under the Federal-Aid Highway Act of 1956 could not have gotten off the ground if consulting engineers had not been utilized in many States. We do not agree that the use of consulting engineers has increased costs.

"The use of consulting engineers for some of the work gives the States greater flexibility; enables them to secure experts for specialized problems particularly in urban areas; brings fresh, unbiased thinking into solving problems; creates incentive for better production of the States' forces by providing a yardstick

of accomplishment; and enables work to be accomplished that would be impossible otherwise."

Regulations for the administration of Federal aid for highways promulgated by the Bureau of Public Roads, Department of Commerce for the guidance of regional and State representatives permit the utilization of consulting engineers and private engineering organizations on a contract basis for design, preparation of plans, specifications, and estimates, and for construction engineering (other than general supervision) under special circumstances. The State highway departments in nearly all of the States have taken advantage of the availability of consulting engineers, and nearly 50 percent of the design on the interstate program has been provided by engineers in private practice supplementing State highway departments.

Although consulting engineering firms have been utilized by the States for a substantial portion of the engineering involved in the program, we are now confronted with serious criticism of this practice, which may lead to restrictions on the availability of supplementary professional engineering services to the State highway departments. In the course of reviewing the administration of the Federal-aid highway program by the State highway departments, the general Accounting Office has questioned the propriety of retaining private firms and individuals to supplement State highway department engineering staffs.

Chapter 3, title 23, United States Code 402.(a)—Federal-Aid Highway Act states:

"Any State desiring to avail itself of the provisions of this title shall have a State Highway Department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit."

The General Accounting Office contends that a literal interpretation of this section of the code requires State highway department engineering staff adequate to provide engineering services for most, if not all, of the design and construction management required under the Federal-aid program. Recommendations included in the General Accounting Office reports suggest major curtailment of the use of contractual engineering services.

Consulting Engineers Council has previously appeared before the Senate and House Public Works Subcommittees on Roads, pointing out this interpretive difficulty and suggesting clarification of the intent of Congress with respect to the role of the consulting engineer in the highway program. We were assured that the Congress is aware of the contribution of the private engineering sector to the highway program and other public works efforts, and has been stated that the utilization of engineers in private practice by State highway departments, at the discretion of these departments conforming to Bureau of Public Roads policy, was intended.

Unfortunately, these assurances have not resolved the problem, and the General Accounting Office continues to level criticism at what it terms "excessive use of contractual engineering services" under its interpretation of the act. This criticism has resulted in the creation of doubts within the State highway departments, and, if continued, will inevitably lead to restrictions on the availability of qualified, specialized engineering capabilities on an as-needed basis to the States.

We sincerely believe that engineers in private practice have made valuable contributions to the success of this historical public works effort. A wide range of highly diversified and specialized professional engineering talent is available to public works agencies through private firms, without the necessity of adding to permanent civil service organizations. This talent should be utilized to complete assignments beyond the capabilities of State government resources for normal workloads. To remain competitive, the engineer in private practice is obliged to keep abreast of professional and technological developments, and must maintain the ability to provide these services to the client economically. The economy and flexibility provided by the proper use of consulting engineering firms is attested by the State highway departments which have followed this policy in the past.

We respectfully request your consideration of a change in chapter 3, title 23, United States Code 302.(a), Federal-Aid Highway Act, clarifying the intent of Congress in order to remove any doubt that may have been created inadvertently or through unwarranted interpretation of this section of the act. The addition

of the language underlined herewith would serve to permit continuation by the State highway departments of a proper utilization of consulting engineers.

"Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped *with direct staff, which may be supplemented by retained professional services*, and so organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit."

The *italicized wording*, suggested by Consulting Engineers Council, would be permissive, and would allow the State highway departments to supplement engineering staffs with contractual engineering services, *if so desired*, subject to policy and regulations promulgated by the Bureau of Public Roads. Such utilization would not be mandatory, the revised wording serving primarily to establish the intent of Congress.

It is our conclusion, after contacts with the State highway departments and the General Accounting Office, that a clear statement in the basic act is necessary to resolve this matter. Although administrative regulations of the Bureau of Public Roads do recognize and permit contractual engineering services supplementing State highway engineering staff, criticism of this practice is based on interpretations of the act itself: therefore, we earnestly solicit your consideration of the changes recommended.

A large number of consulting engineering firms are engaged in highway design practice in the United States. The capabilities of these firms are available to public and private clients whenever needed, and many of these firms are actively engaged in engineering projects in the underdeveloped countries of the world. These U.S. consulting engineering firms play an important part in our export expansion program, and have been recognized by the Department of Commerce and other agencies of government as a key factor in the export of U.S. produced materials and equipment and other services, including construction contracting. They represent the U.S. free enterprise system, and have played an important part in the development of many countries abroad.

We represent a reservoir of talent available to Government and industry on call to provide highly skilled engineering talents as the needs of our clients demand these services. We assume the responsibilities of obtaining engineering assignments to keep our staffs occupied and we also retain the prerogative of adjusting the size of our organizations to meet the demands for our services. We have no subsidies, nor do we seek any, to guarantee our continued existence as business enterprises.

We submit that any curtailment on our abilities to provide engineering services domestically will have an adverse effect on the national economy and on our ability to serve the needs of the underdeveloped countries of the world.

We appreciate the opportunity of presenting these facts to the subcommittee, and earnestly request your consideration of the changes suggested.

We are asking you today to consider amendments to the Federal Highway Act, which will we hope make it clear that the Congress intends that States may be permitted if they so choose to use the services of consulting engineers in the highway program.

You are aware, of course, of the fact that extensive use has been made of consulting engineers and that approximately 50 percent of the Interstate program to date has been designed by consulting engineers.

Chapter 3, title 23, United States Code 302(a) states as follows:

Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title.

The General Accounting Office has repeatedly stated in their review of the operations of the highway program that the Congress intended that virtually all of the engineering services be performed by State employees. They have repeatedly criticized the States for

the use of consulting engineers, and the Bureau of Public Roads for permitting this use.

The GAO has also stated without substantiation that it obviously costs more for the States to use consulting engineers than to build up their own staffs. It has been my understanding that the language I have quoted was placed in the act at the beginning of the Federal aid program some 50 years ago, at a time when many States did not have State highway departments.

We have been told on a number of occasions that members of your committee did not agree with the GAO interpretation. We have been told also by officials of the Bureau of Public Roads that they did not agree.

Nevertheless, the GAO repeatedly criticizes the States and the Bureau for permitting this procedure. This criticism places the Bureau and the States in the position of defending the use of consulting engineers. The natural tendency in face of this continued criticism is of course to build up the staffs and discontinue the use of private firms.

We are suggesting in an amendment to make the paragraph previously quoted read as follows:

Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped with direct staff, which may be supplemented by retained professional services, and so organized to discharge to the satisfaction of the Secretary the duties required by this title.

Our intent is only to make it clear that the States are permitted to use consulting engineers. We agree completely that the States should have competent engineering staffs.

I would like to make brief reference to some supporting documents that I have.

First is a letter to the Comptroller General from our executive director, dated April 25, 1963, regarding a report on the State of Virginia. I will quote very briefly from it:

Pages 93 through 96 of the report deal with alleged insufficient staffing of the bridge design division of the highway department, and utilization of consulting engineers in private practice is criticized.

I quote further:

The charge of insufficient staffing appears to be based upon your interpretation of the above quoted section to require a force of engineers on the State payroll sufficient to carry out the complete highway program.

Quoting further:

No mention is made of the relative costs of engineering by public agency staffs as opposed to private firms.

The second one is another letter to the Comptroller General, dated December 18, 1964, regarding a report on the State of New Jersey, quote being in part:

We are at loss to understand attacks on the utilization of engineers in private practice in view of clear expressions of intent by Members of Congress and congressional committees, and the Bureau of Public Roads, endorsing the use of private engineering firms, and considering the substantial savings that have been afforded to the States, the Federal Government and the taxpayer through this practice.

There is quoted some statistical data, which for the purpose of brevity I will omit, but we will be glad to submit this data if you care:

These figures would indicate that substantial savings are being realized by those States which utilize consulting engineers in private practice, and the continued use of private engineers by a majority of the States substantiates this conclusion. Recommendations to build up State highway engineering departments with permanent civil service personnel are clearly at odds with present-day trends toward economy in government at all levels.

Quoting further:

Once again, we earnestly request that you review the use of engineers in private practice in the light of total net cost to the taxpayer, economies available to both State and Federal Government agencies, and the need for tax revenues to support the Federal aid highway program and other functions of government. We have expressed our willingness to cooperate in an objective comparative cost study, and reiterate our desire to do so in cooperation with your organization.

I would next like to refer to a letter from Mr. J. Burch McMorran, Superintendent of Public Works of the State of New York, dated April 10, 1964. The letter was addressed to the Speaker of the House and the President pro tempore of the Senate, and refers to a report of the General Accounting Office on the practices of New York State:

In view of the breadth and scope of the current highway program, the use of the contract engineers represents the only practical way of producing the volume of work required to meet the State's needs and commitments. The important point here—not considered by GAO—is that whether this work is performed by men hired through civil service or through contract engineers, the Department of Public Works retains control and responsibility. The GAO team offers no valid reason for its conclusion that the use of contract engineers “appears to be more extensive than was contemplated by the provisions of Federal aid highway legislation * * *.” Its very use of the expression “appears to be” is qualifying, equivocal, and inconclusive. We reject and resent this and all other insinuations of this character in the report.

The use of contract engineers by highway departments—a practice common to virtually all the States—has resulted in repetitive haranguing of highway administrators on implied grounds, unfettered by fact, that this was wasteful and/or unnecessary. Even in New York, a State which has experienced vast benefits from a thoroughway system and connecting interstate routes that would not be in existence without the design assistance of engineers engaged on contract, we are called upon from time to time to defend the practice.

Quoting further:

As a final note to this chapter, we are constrained to emphasize that while the point is implied, the GAO has offered no tangible indication that the State's use of contract engineers increased design costs. The report alleges that between July 1, 1956, and June 30, 1962 the State engaged contract engineers to design interstate facilities with an estimated cost of some \$700 million for fees totaling about \$25 million. These fees are not unreasonable. They amount to approximately 3½ percent of estimated project costs, and are in accordance with nationally accepted practice and standards prescribed by the engineering profession. They cover, in addition to salaries, necessary overhead expenses related to design work. There has been no comparative cost study by the GAO which would show that exorbitant or unjustified costs are resulting, either to the State or Federal Governments, from the use of contract engineers in New York State. To the contrary, it has been indicated to this Department that we are receiving a full measure of value under our engineering contracts.

Mr. CLARK. Mr. Crawford, you can supply this part for the record if you wish. You are making your point.

Mr. CRAWFORD. I realize I have made the point. I would like to make reference to one further document, and I realize that you gentlemen are behind schedule.

This is a report to the Governor of the State of Washington by the Council for Reorganization of Washington State government, and one of its recommendations—the report states in part, and I will just make this point very quickly:

Although staffed with able and dedicated people, the department of highways like other governmental agencies is not and has not been under competitive pressures to produce and maintain highways in the most economical manner. Without this pressure, effective control systems to assure economical and efficient production in each segment of the highway program have not been developed.

Another of the recommendations:

Recommendation 22: "Use outside professional services where appropriate" said that effective use of outside professionals could save the department an estimated \$250,000 annually. For example: "Consulting engineers—a greater amount of work should be placed with qualified consulting firms.

"Delegation of work to engineering consultants would also facilitate completion of highways, reduce stress on department manpower and facilities, and provide greater resourcefulness."

We honestly believe that plan that we propose is in the public interest. We would welcome an opportunity to assist in an objective cost study of the cost of using the contract engineers.

We have no concern that this cost study would not clearly indicate its saving to the States in judicious use of contract engineers.

Thank you very much.

Mr. CLARK. Thank you very much. The counsel would like to ask you a couple questions. I also would like to state that I agree with you 100 percent in having private engineers doing the highway work in this Federal aid highway program.

A lot of the delay in the engineering has been really pointed as far as I am concerned to the GAO, and they deserve all the criticism that they are going to be getting as far as I am concerned in the fact that they are trying to get our Coast and Geodetic Survey to do a lot of this work and our State highway departments to do the work, and what it is doing is costing us valuable time and valuable money in our highway program; and they should be criticized, and I am pointing my finger right at them in this program.

Mr. SULLIVAN. Mr. Crawford, I notice on page 2 of your statement it says:

The State highway departments in nearly all of the States have taken advantage of the availability of consulting engineers, and nearly 50 percent of the design on the Interstate program has been provided by engineers in private practice supplementing State highway departments.

Could you or your organization supply as soon as possible for the record of this committee the number of States where you have worked on the highway field or on the Interstate and the ABC system, and give us a breakdown of the cost involved, and give us a breakdown of the cost as done by you, as done by the normal State highway operations.

In other words, the full details of your participation in this program to date.

Mr. CRAWFORD. We will furnish you all the information we can gather in that area.

Mr. SULLIVAN. I also notice on page 4 of your statement you say that:

Although administrative regulations of the Bureau of Public Roads do recognize and permit contractual engineering services supplementing State Highway engineering staff, criticism of this practice is based on interpretations of the act itself.

Would it be agreeable to you if we amended your proposal to put it in line with the administrative regulations of the Bureau of Public Roads as they now exist? Would that be agreeable to you?

Mr. CRAWFORD. Well, our objective is simply to remove this criticism and make it clear that the intent of Congress is that the States will be permitted to use consulting engineers if they so desire, so any amendment that would have that meaning, we would certainly——

Mr. SULLIVAN. Any amendment that would go along that line would be satisfactory to you?

Mr. CRAWFORD. That is right.

Mr. SULLIVAN. Because in the long run the basic operation of this program, although I know the actual construction is done by the States, is under the supervision of the Bureau of Public Roads, and if they have regulations which you indicate do recognize your position and do go along with your position that you take before this committee today, it might be most—the most practicable matter for some kind of guidance and means to modify their manual in a legal sense so we can put that in as an amendment, rather than the amendment as you propose. If you want to think further about this thing you can supply further information to the committee.

Mr. CRAWFORD. If I may, I would like to have an opportunity to think further on it because we have a few problems in the last PPM 40-60——

Mr. SULLIVAN. Was part of that tied in with the GAO reports. Is that what you have reference to?

Mr. CRAWFORD. No, sir; not really.

Mr. SULLIVAN. I have no further questions.

Mr. CLARK. Thank you very much.

Next we have Mr. Zeigler.

**STATEMENT OF GEORGE A. ZEIGLER, FIRST VICE CHAIRMAN OF
BOARD OF DIRECTORS OF NATIONAL LIMESTONE INSTITUTE,
WASHINGTON, D.C.**

Mr. ZEIGLER. I am appearing this morning officially as a representative of the National Limestone Institute, Inc., which represents 573 producers of limestone in 32 States. Rather than present statistical information on a national basis, I have elected to outline some of the experiences which I have had and which members of NLI tell me are typical all over the country.

I operate two road material supply companies and two road construction companies, all based in central Pennsylvania.

In the road materials supply companies, sale prices per unit have remained static since 1950. Increases in labor costs and machinery have been absorbed by increased efficiency of the machinery and steady increase in sales volume. It is my observation that such has been the case in Pennsylvania and Maryland during the last 15 years.

In the road construction industry, the costs per mile of road have remained nearly static on roads of the same design. This is true in spite of a 100-percent increase in labor rates. Labor rates have been climbing at more than 10 percent per year for the past 5 years. Again, more efficient machinery with increased capacity and a decrease in the number of men required on a project, results in the cost of labor remaining about static when expressed as a percent of the sale price. Also the increased volume of sales has resulted in a smaller overhead cost and profits have also been going down when expressed as a percent of sales.

What then has raised the cost per mile of roads to today's figure? I believe that there are several factors, as follows:

1. The cost of rights-of-way has skyrocketed and seems to climb faster each year.

2. Road designs are constantly being upgraded. Rights-of-way are wider, pavements are wider and heavier, and grades and curves are being reduced to a minimum to attain greater safety features.

3. We are now starting on more beautification than has been normal in the past.

4. Road signing has been enlarged and improved at a considerable increase in cost per mile, and the increase in painting lines, installing more guard fence and lighting has increased the safety but also substantially increased costs per mile of roads.

The increased costs of highway construction due to the above are not confined to Interstate highways, but on the contrary, are reflected to a greater extent in urban, primary, and secondary roadbuilding. These systems are the heavily traveled roads in cities, suburban developments and roads from one community to another in the rural areas. It costs much more to buy right-of-way to widen and update an existing 30-year-old route than to buy right-of-way for a brand new road location through open fields. The cost of rebuilding an old road—often under traffic—is much more expensive, normally, than building a new one, using a comparable design. Often the cost of relocating utilities is very expensive.

All of this brings me to the point I am trying to make. It is imperative that we at least maintain the rate of rebuilding our urban, primary, and secondary road mileage. Without increased funds yearly to keep up to the increasing cost per mile of these roads, we yearly slip back in the mileage of roads that are being updated. With the continuing steady increase in the number of vehicles using our roads and the number of miles being driven per vehicle, we are creating more and more obsolete and wornout roads each year than we are rebuilding to the standards needed now to handle this traffic. Unless more funds are appropriated each year for the ABC program, we will lose ground in the battle to provide adequate highways for today's traffic on the ABC system. A minimum increase of \$50 million per year for the ABC program is needed. Even with this added help, I doubt that we can keep up to the added needs for wider and stronger payments without having a crash program—similar to the Interstate program—to do the job of just catching up to our needs. The traffic bottlenecks on the ABC system are multiplying with completion of the Interstate mileage because Interstate interchanges usually dump their traffic on the ABC system. With present appropriations, we are not meeting our requirements now.

Thank you.

Mr. CLARK. Thank you very much.

That concludes the hearing.

(Whereupon, at 12:20 p.m. the hearing was concluded.)

(The following was furnished for insertion:)

STATEMENT OF HON. AL ULLMAN, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF OREGON

Mr. Chairman and members of the subcommittee, I welcome the opportunity to submit this statement to express my support and recommendations for H.R. 14359 to authorize appropriations for the fiscal years 1968 and 1969 for construction of specified highways. While I support the variety of highways authorized for construction in the legislation before the committee, my remarks will be limited to authorization needs of the U.S. Forest Service of the Department of Agriculture, and the Bureau of Land Management of the Department of the Interior.

The economy of the Pacific Northwest is dependent in large measure on the lumbering industry. In the State of Oregon alone, 30 million acres are classified as forest land, with approximately 26 million acres in the commercial category. To properly illustrate the economic aspects of this resource, I believe it is significant to note that one worker out of every three in the Northwest, directly or indirectly, earns his livelihood from this source. Significant contributions to the economy are also realized from the public domain lands administered by the Bureau of Land Management.

Because the timber industry is so crucial to continued growth of the economy in the Northwest, it is essential that an adequate system of roads and trails be constructed and maintained to insure access to our national forest timber resources. An adequate system of roads and trails will also assure full use of national forests for outdoor recreation, range, watershed, fish and wildlife purposes.

At the present time, national forest development roads and trails construction and maintenance is financed from three main sources:

1. Federal-Aid Highway Act biennial appropriations (fiscal 1966 authorization: \$85 million).
2. A 10-percent allocation of national forest receipts authorized by the act of March 4, 1913 (fiscal 1966 allocation: \$14,203,671).
3. Deductions from payments that otherwise would be made to the Government by purchasers of national forest timber. These deductions are made as compensation for construction and maintenance of timber access roads by the purchasers (fiscal 1966 program: \$70,552,875).

The latter imposes a serious penalty on county governments and local school districts. The deductions from purchasers stumpage payments reduces the base against which the 25 percent payments to local governments are calculated as authorized by the acts of May 23, 1908, and May 24, 1956. As a result of this form of financing, counties and school districts are, in effect, subsidizing 25 percent of the cost of purchaser-built roads in the national forests. At the 1966 program level, this means a loss of revenue to these local governments of approximately \$17.6 million. I am firmly opposed to continued use of this method of financing the construction of Forest Service access roads. We are, in reality, depriving local governments of their rightful share of monies for operating purposes.

Mr. Chairman, I believe we have arrived at a critical stage in consideration of the biennial authorization for the construction and maintenance of national forest development roads and trails. The authorizations have gradually increased from a level of 17.5 million in 1961 to \$85 million in 1965. The 1966 and 1967 authorizations remained at the \$85 million level. We must consider seriously the fact that the Nation's demand for lumber is expected to more than double by the year 2000.

To meet the increasing requirements for national forest development roads and trails, I recommend that the authorizations for the 1968 and 1969 fiscal years be established at \$170 million for each fiscal year. I do not consider the increase in the authorization as inflationary, since these roads must be constructed in order to harvest designated timber stands. But they should not be financed out of timber sale proceeds. Instead, the major share of construction should be financed from direct Federal appropriations.

The Federal investment in this system of roads and trails has been more than returned to the economy through cash income in many phases of the lumbering industry. This is substantiated in the report of the House Subcommittee on Roads on the Federal Highway Act of 1960 which stated, "the committee has been persuaded by the fact that every cent invested in timber access roads enhance the value of Federal forests and returns in full the investment made by the Federal Government." In 1962 when the committee doubled the previous authorization, they stated, "further increases will be required in future years to fulfill the planned program as scheduled."

Mr. Chairman, the \$2 million annual authorization for public land development roads has been woefully inadequate in supporting construction and maintenance of suitable access roads to the public land domain. Full benefits from these important public owned lands cannot be realized until convenient access is provided for the primary users of the domain. I consider the development of such roads to be primarily a Federal responsibility in view of their ownership of the lands.

I strongly recommend that the authorization for the 1968 and 1969 fiscal years for public land development roads be increased to \$7 million for each of the 2 fiscal years being considered in the current bill. An appropriation of this amount would allow more rapid development of these lands and greater contributions to the economy, primarily in the Western States where the public land domain is located.

Mr. Chairman, I appreciate the opportunity to submit this statement and extend my commendation to each member for the important work they have performed in behalf of the Nation's roads and highways.

STATEMENT BY HON. COMPTON WHITE, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF IDAHO

Mr. Chairman and members of the subcommittee, thank you for the opportunity to testify before this subcommittee on the growing critical need for additional access and development roads in the 16 national forests in Idaho, and in the federally owned timberland of the other western public land States.

I know each of you is aware that Idaho is one of the large public land States. Two-thirds of its 83,557 square miles is federally and State managed. Idaho's 52,972,000 acres include 15,823,000 acres of commercial forest, giving her the fifth largest sawtimber reserve in the Nation. The 16 national forests encompass 11,817,000 acres of commercial timberland or 74 percent of the State total.

Uncle Sam is indeed an important landlord in Idaho, and the trees sold for harvest from these national forests each year contribute to the healthy economy of the State. In 1964, annual production on all Idaho forests reached 1,820 million board feet and 21,000 lumber industry workers earned nearly \$50 million—36 percent of the manufacturing payroll in the State.

Briefly, this outlines the importance of the national forests to Idaho's economy. These forests also are an important source of mineral, wildlife, grazing, and watershed. And every year the demands of an active and growing population for forest recreation are increasing.

Unfortunately, the pace of road construction to allow reasonable access and prudent development of the national forests is years behind schedule. Billions of board feet of mature or pest-infested timber are being lost in the remote forest areas because of the situation. The total annual mortality from all causes in the forests of the northern Rocky Mountain region in 1962 was 2.8 billion board feet, according to the Forest Service. This represents a loss of enough lumber to build 280,000 5-room frame homes each year. Value of the lost stumpage is said to be \$10 million a year. These are shocking figures to the conservationist as well as to the economist. Timber, like every other crop, is meant to be harvested. Without roads this is not possible.

mony on the need for an accelerated forest road program in Idaho. To avoid repetition, I will illustrate further Idaho's concern for the future of her national forests by citing several of many specific problem areas.

One of the most beautiful and valuable timber stands is found in the 1½ million acre Kaniksu National Forest in the northern Idaho panhandle. Here are examples of the economic, conservation, and recreation benefits which could be realized from road construction:

Construction of 9 miles of the westside Priest Lake Road will allow the harvest of 150 million board feet of overmature western mixed timber, plus cedar poles

During the course of these hearings, the subcommittee has heard detailed testimony and posts. In addition, 6 public campgrounds with 140 family units, 2 picnic areas, 2 swimming sites, and 2 boating sites await development.

Construction of 5.4 miles of Rock Creek Basin Road would allow for the harvest of 197 million board feet of western mixed timber, open up a mineral-rich area to prospecting and provide access for hunting, trail hikes, and exploring.

The list of immediate needs for roads in the Kaniksu goes on and on. The minimum forest requirement to maintain the allowable annual timber cut and maintain the present employment level is 70 miles of new roads. This would result in the harvest of nearly 600 million board feet of timber and the construction of 10 public campgrounds.

This example is from only 1 of the 16 national forests in Idaho, but it is typical. It is important to keep in mind, I believe, that construction of the 70 miles of road would meet only the immediate needs for timber harvest and conservation.

I believe the Kaniksu example is a proper unit for comparison with the entire road development program in northern Idaho, that area encompassing most the national forest land in the State. Therefore, I wish to put in the record the development road program outline for fiscal 1966, as provided at my request by the Forest Service.

Under items of work are listed only 24 miles of new road construction: reconstruction, 30 miles; and supplementing of timber purchaser roads, 30 miles. In addition, 14 bridges are to be constructed. Total cost of this program is \$5,066,000.

The Forest Service said further, "Purchasers of national forest timber are programmed to construct 330 miles of road (and) in addition to the regular program we have a large flood damage repair program resulting from the June and Christmas 1964 floods. This program is planned for fiscal year 1966 in the amount of \$802,000."

It is apparent from this information that the burden of building forest access roads rests on the purchasers of national forest timber. However, because of the high standards of construction required, the small operator is finding it financially impossible to compete for timber contracts. He cannot put up the money required to meet Forest Service standards. Because of the road building requirement, contracts are being let by bids for stands of timber large enough to justify the cost of road construction. This snags the small operator on yet another horn of the dilemma. This operation is too small to handle large timber stands. Road construction poses another problem for the logger. In most instances, the diseased trees and those past maturity are located in remote forest areas far from the sawmills, requiring many miles of new roads which very often must be built across difficult terrain.

These are but a few of the problems connected with use and conservation of national forests. It is a very real problem in Idaho and the public land States of the West; a problem requiring, I believe, the direct appropriation of more money for road construction.

In 1962 President Kennedy proposed a plan for appropriations of \$1.2 billion over a 10-year period to build 79,400 miles of multiple use roads and 8,000 miles of trails. Congress, in turn, increased authorization for forest development roads and trails to \$40 million in 1963; \$70 million for 1964 and \$85 million for 1965. Authorizations for the next 2 years were held at the \$85 million level.

These authorizations total only two-thirds of the sums proposed by President Kennedy. At a time when the northern Rocky Mountain region is losing upwards of 3 billion board feet of timber each year to all mortality causes, it is my contention that the United States cannot afford to ignore its responsibility for adequate forest development and access roads.

I urge upon this subcommittee to recommend an increase in appropriated funds to meet this responsibility.

HOUSE OF REPRESENTATIVES,
Washington, D.C., April 20, 1966.

HON. ROBERT E. JONES, JR.,
House of Representatives.

DEAR COLLEAGUE: In connection with the Federal-Aid Highway Act, H.R. 14359, there are two authorizations in particular which deserve the attention of the Public Roads Subcommittee.

First, section 5(4) which authorizes an appropriation for national forest development roads and trails. The present level of authorization is only about half the amount needed to go forward with the development program for the national

forests which has been discussed and generally approved by the House Interior Committee.

I recognize the obstacles to approving increased road expenditures at this time, but wish to point out that increased appropriations on this particular program are not necessarily inflationary. This is because, to a very large extent, they would be used not to build more roads but to shift the present method of financing to an appropriation basis from the present system of having the timber purchasers build roads and then reduce the price these people pay for their timber. In short, increased appropriations for this purpose would be offset by increased revenues to the Federal Treasury.

The counties and school districts are particularly interested in seeing this program shifted as far as possible to an appropriation basis because, under the present system, they lose their share (25 percent) of the national forest receipts which fall short by the amount involved in purchaser road construction. There are many other sound operating reasons for financing this program out of appropriations, most of which will be brought out in the testimony.

I would also like to call to your attention section 5(5) of the bill which presently authorizes \$2 million for the public lands development roads and trails system. This amount of money does not even scratch the surface of the total need for roads in the public domain which is located primarily in the 11 Western States. Although these are multipurpose roads, with important benefits to recreation and other nongrazing uses, the system of access to these resources is presently being provided primarily by county roads and State highways and there are virtually no payments in lieu of taxes by the Federal Government back to these States and counties.

The National Association of Counties is recommending an authorization level of \$170 million for national forest development roads and trails and \$7 million for public lands development roads and trails. Favorable consideration to these levels by the Public Roads Subcommittee will be of benefit to all States and, of course, particularly to Oregon and the other Western States.

Sincerely yours,

ROBERT B. DUNCAN,
Member of Congress.

SANTA FE, N. MEX, April 7, 1966.

Congressman JOHN G. KLUCZYNSKI,
*Chairman, Subcommittee on Federal Aid,
Highway Program
Washington, D.C.*

DEAR CONGRESSMAN KLUCZYNSKI: The 10-year development program for the National Forests submitted to the Congress on September 21, 1961, is a very comprehensive plan, and I have been very much interested in it as a permittee of the Santa Fe National Forest in New Mexico, and have kept tab on the execution of its plans.

It has been a disappointment to see that the program has not been carried out. For years there has been a lack of sufficient funds to enable the Forest Service to accomplish the programs expected of it. Now more than ever with additional recreation, roads, multiple use and other demands made on the Service, the funds allotted are extremely inadequate.

It is hoped that you will use your influence to see that the increased funds are provided to the Service to enable it to provide the ever-increasing needs of the American people.

Kindly make this letter a part of the record.

Sincerely yours,

JOSEPH EDWARD BROSSAU, Jr.

AUTOMOBILE MANUFACTURERS ASSOCIATION, INC.,
Detroit, Mich., May 6, 1966.

Hon. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Roads,
Committee on Public Works,
U.S. House of Representatives,
Washington, D.C.*

DEAR CHAIRMAN KLUCZYNSKI: We respectfully request that this letter, representing the views of the motor vehicle manufacturing industry, be made a part

of the committee record of hearings on H.R. 14359, the Federal-Aid Highway Act of 1966.

Our industry is in general support of the proposed legislation. Our comments pertain only to section 6, which would permit highway trust fund financing of the Highway Beautification Act adopted by Congress in 1965.

This would be a reversal of the decision Congress made last year, which required financing of the highway beautification program from general Treasury revenues, and which specified that no highway trust fund revenues could be used for the program.

The 1965 action by Congress was a sound one and should not be changed. Our industry supports the objectives of the highway beautification program. But this program does not belong in the highway trust fund. Revenues in the fund are urgently needed for continued construction on the Interstate Highway System and other portions of the cooperative State-Federal highway improvement program, and are essential to providing safer and more efficient facilities for motor traffic.

The Department of Commerce is required to report by January 10, 1967, on the cost, effectiveness, and economic impacts of the highway beautification program, and on alternate methods for accomplishing the act's objectives. Certainly no changes in financing methods should be considered until the 1967 report is available for study.

Moreover, as specified in the Highway Beautification Act, this program involves projects that are virtually all outside the legal rights-of-way of the State-Federal highway network. It is our industry's longstanding position, and that of national highway user organizations, that special road-use taxes dedicated to the highway trust fund should be spent only for improvements within the legal rights-of-way of the road system.

The primary purpose of the Federal highway program, from its beginnings in 1916, has been to assist the States in improving a limited mileage of major roads and streets that carry heavy traffic volumes, including landscaping within the legal rights-of-way and the provision of simple roadside rest and picnic areas. Programs to beautify the landscape or to develop recreation areas outside the rights-of-way should have no place in the highway trust fund program.

It appears appropriate for us to comment also on suggestions which have been made during hearings on H.R. 14359 that the highway beautification program be financed by transfer from the general Treasury to the highway trust fund of revenues from a 1-percent Federal excise tax on new automobiles.

We wish to register our vigorous objection to this proposed transfer of new-car excise tax revenues to the highway trust fund, for these reasons:

(1) The new-car excise tax is not a highway user tax. Its transfer to the highway trust fund would therefore be improper and inequitable, regardless of whether the tax were earmarked for highway beautification or highway construction.

The road-use taxes which Congress has dedicated to the trust fund are paid by all owners of both new and used motor vehicles. They are designed to collect from each motorist a portion of total highway costs reflecting with reasonable accuracy the relative extent and intensity of each motorist's highway use.

A tax on the purchase price of new automobiles lacks any qualification for equity as a road-use impost. Among new-car buyers, the tax may vary as much as 5 to 1. Also, a motorist driving 5,000 miles a year would pay at the same rate as one driving 50,000 miles a year. The inequity would be further compounded in that only new-car buyers would be paying the tax.

In the Excise Tax Reduction Act of 1965, the Congress formally recognized that the new-car excise tax is not only discriminatory, but is economically unsound as well. The only possible justification for continuation of this tax is that the revenue is needed to meet costs of the Vietnam war.

It was for this purpose that Congress recently reinstated the 1-percent new-car excise tax which had been repealed on January 1, restoring the tax rate to 7 percent. It would seem contradictory, shortly after taking this action, for Congress now to provide that tax revenues collected for emergency defense requirements be dedicated to the highway beautification program.

(2) In creating the highway trust fund in 1956, Congress indicated its intent to allocate highway costs equitably among motorist and nonmotorist taxes in relation to the cost responsibility of highway users and nonusers. To impose the cost of the highway beautification program on new-car purchasers would be in direct violation of the objectives of the trust fund.

The highway cost allocation study, made by the Department of Commerce under a directive in the 1956 Highway Revenue Act, showed that at both the State and Federal levels motorists are substantially overpaying their cost obligation for highways. The study showed, at the Federal level, that 8 percent of trust fund revenues should come from nonmotorist taxes. To date, the trust fund has been wholly supported by road-use taxes.

If it is inappropriate, and in conflict with sound tax practice, to tax highway users for the highway beautification program, it is even more inappropriate and inequitable to require that this program be financed by special taxes paid by new-car purchasers alone.

For these reasons, we urge the Congress to resist any expansion of the highway trust fund to cover programs beyond those specified in the 1956 Highway Revenue Act, and to insist that projects outside the legal rights-of-way of the State-Federal highway system be financed outside the trust fund and from general Treasury tax revenues unrelated to any specific tax source.

Respectively yours,

HARRY A. WILLIAMS,
Managing Director.

NATIONAL SOCIETY OF PROFESSIONAL ENGINEERS,
Washington, D.C., April 21, 1966.

HON. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Roads, Committee on Public Works,
House of Representatives, Washington, D.C.*

DEAR MR. KLUCZYNSKI: The National Society of Professional Engineers respectfully urges the subcommittee, in acting on H.R. 14359, the biennial highway authorization bill, to include an amendment to section 302 of title 23 of United States Code (the Federal-Aid Highway Act) to clarify the right of State highway departments to utilize private engineering services in connection with the Federal-aid highway program.

We believe it is clear that Congress, in enacting the Federal-aid highway legislation—encompassing one of the largest engineering programs ever undertaken—contemplated that the States would use consulting engineers, where necessary or desirable, to supplement the work of their State highway departments. It is likewise very clear that it was the general understanding among the States themselves that they would continue to have this right. Through a series of reports on the Federal-aid highway program, however, the Comptroller General has criticized the states for their use of consulting engineers and has thrown a serious cloud on their right to continue this established practice.

To clarify this unsatisfactory situation, we urge that the Federal-Aid Highway Act (23 U.S.C. 301 et seq.) be amended. One possible way this could be accomplished would be to add to section 302(a) language along the following lines:

"Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title, provided, however, that to meet the above requirements a State may employ to the extent it deems necessary or desirable the services of engineering firms engaged in private practice. Among other things, the organizations shall include a secondary road unit." [Proposed new language is italicized.]

The attached material (ch. II of a petition to Congress, prepared by the government relations committee of the professional engineers in private practice functional section of our society) sets forth in greater detail the facts underlying the need and desirability of the proposed amendment.

We would appreciate both this letter and the related material being included in the record of the hearing.

Very truly yours,

PAUL H. ROBBINS, P.E.,
Executive Director.

II. OFFICIAL DISCOURAGEMENT OF USE OF PRIVATE PRACTICE ENGINEERS

Through a series of reports on the Federal-aid highway program, the Comptroller General of the United States has consistently opposed the use of private enterprise engineers in one of the largest engineering programs ever undertaken.

The official policy of the Bureau of Public Roads, which administers the Interstate Highway program authorized by Congress, declares:

"Consultants may be employed when (1) the engineering personnel at the disposal of the State is insufficient to obtain performance of the work within a reasonable time, (2) the State has a program substantially larger than normal or expected in future years and desires to employ consultants rather than build up its organization for a comparatively short period, or (3) the unusual character of the work requires highly specialized knowledge and experience for which the State is not normally staffed to handle (BPR Policy and Procedure Memorandum 40-6, May 20, 1960)."

This policy, while recognizing the authority for the States to utilize to a limited extent the services of engineers in private practice, does not extend to them the full scope of this Nation's traditional policy to utilize private enterprise to the greatest extent possible. There is no more reason to limit the use of private engineering services than there is to require the States to engage in construction or manufacture of materials with their own forces.

The American Road Builder's Association, which is closer to the Federal-aid highway program than any other nongovernmental organization, has pointed out in testimony before congressional committees that the use of private consulting engineers has been an essential and necessary factor in the successful implementation of the Federal-Aid Highway Act of 1956. "The early progress of the work toward the completion of the Interstate System would have been much slower had it not been for the volume of design work accomplished by engineers in private practice," according to the ARBA testimony.

Continuing, the statement said:

"The recent history of our highway program and the outstanding record of service of private engineering firms in times of national emergency should be sufficient to demonstrate the need for maintaining the strength of the private component of the engineering profession. The principal economies in the use of private engineering firms derive from the fact that such firms can be hired for one specified project and then released, while State highway departments find it very difficult to reduce their own engineering payrolls after a peakload period has passed."

The ARBA statement pointed out that private engineering firms typically undertake a diversity of operations in the construction field, and that this broad experience is useful in highway design because there is an interplay of ideas, and a freshness of approach.

"We believe that the design of Federal-aid highways should be shared by public and private engineers, and that each State highway department having first been equipped and organized to supervise and perform its engineering responsibilities as outlined by title 23, United States Code, be permitted the freedom to determine to what extent and for what tasks consulting engineers should be utilized in the respective States."

Despite the demonstrated sound reasons for using private practice engineers in the highway program, the Comptroller General has continued to criticize the States for their use of consulting engineers. The general basis of the criticism is that the Federal-Aid Highway Act (23 U.S.C. 302, et seq.) requires the States to have adequate organizations to provide the design and other engineering services required. The pertinent statutory language is:

"(a) Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary (of Commerce) the duties required by this title. Among other things, the organization shall include a secondary road unit."

There is no reasonable basis for the Comptroller General's interpretation that this language prohibits or was intended to prohibit the States from using the services of consulting engineers. The Comptroller General apparently realizes that such a prohibition was not contemplated by the statute by virtue of his comment in the report on the Virginia highway program that the State should "handle with its own forces *most* of the preliminary engineering work for bridges and structures that would usually be performed by an adequately staffed State highway department." [Emphasis added.] In a later report on the New York highway program, the Comptroller General criticized the use of consulting engineers for "straight roadway design," stating that the State's use of consulting engineers "appears to be *more extensive* than was contemplated by the provisions of Federal-aid highway legislation and regulations * * *." [Emphasis added.]

The Comptroller General has to date not offered a single clue or criteria to

determine the extent to which he would restrict the States in their use of consulting engineers. In fact, the statute does not impose any limitation and the regulation, cited above, spells out the conditions justifying the use of private firms.

But the more basic issue to which Congress should address itself is whether the national policy should favor the use of private enterprise in performing needed services for the public. The Comptroller General has implied in his various reports that the use of consulting engineers in the highway program results in excessive costs to the States and the Federal Government. He, however, has not produced a scintilla of evidence to support this charge. The superintendent of public works of the State of New York, commenting on the Comptroller General's report, stated:

"* * * we are constrained to emphasize that while the point is implied, the GAO has offered no tangible indication that the State's use of contract engineers increased design costs. The report alleges that between July 1, 1956, and June 30, 1962, the State engaged contract engineers to design interstate facilities with an estimated cost of some \$700 million for fees totaling about \$25 million. These fees are not unreasonable. They amount to approximately $3\frac{1}{2}$ percent of estimated project costs, and are in accordance with nationally accepted practice and standards prescribed by the engineering profession. They cover, in addition to salaries, necessary overhead expenses related to design work. There has been no comparative cost study by the GAO which would show that exorbitant or unjustified costs are resulting, either to the State or Federal Government, from the use of contract engineers in New York State. To the contrary, it has been indicated to this department that we are receiving a full measure of value under our engineering contracts."

Statistics compiled by the Bureau of Public Roads show that the average total preliminary engineering and construction engineering cost for the period July 1, 1956, to June 30, 1961, covering both fees for consulting engineers and costs of State design, was 12.9 percent of construction costs (see table 1).

Another tabulation by the Bureau of Public Roads for the period July 1, 1956, through June 30, 1963, not including state design, shows that the average fee for private engineering services paid by the States was 3.8 percent of construction cost (see table 2).

A 1960 survey on "The Role of the Consulting Engineer in Federal Public Works Projects," conducted by the Functional Section for Consulting Engineers in Private Practice, National Society of Professional Engineers, disclosed that the average engineering design cost by consulting engineers for a large number of highway-bridge projects was 3.67 percent of construction cost.

The latest report by the Comptroller General on the interstate highway program (New Jersey, November 1964) states that through June 30, 1963, the Bureau of Public Roads "permitted" the State to contract with private practice engineering firms for virtually all the planning and design of the Interstate System. The fees paid, according to the Comptroller General, amounted to about \$19 million and were related to construction costs totaling about \$432 million. Therefore, by the Comptroller General's own figures the cost of engineering services was a shade under 4.4 percent of construction cost. As noted above, according to the figures of the Bureau of Public Roads the average cost for total preliminary engineering and construction engineering costs is 12.9 percent of construction cost. The New Jersey figures and those in the 1960 NSPE survey, cited above, do not include the cost of technical inspection of construction.

A report by the Coordinating Committee on Relations of Engineers in Private Practice with Government, (composed of representatives of the American Society of Civil Engineers, American Institute of Consulting Engineers, Consulting Engineers Council, National Society of Professional Engineers and Engineering Division, American Road Builder's Association) on "Costs of Highway Engineering Done by Private Engineering Firms," dated February 1962, contains the following statement:

"In September 1960, the Federal Highway Administrator stated to a few private engineers in a meeting in his office that private firms had designed to date for the Federal Highway program \$7.1 billion of high construction (about one-half of the design work done to that date) for engineering costs totaling \$267 million. This is an average engineering cost of 3.76 percent. Engineering costs in terms of construction costs on the various projects included in the total ranged from 1.7 to 5 percent."

It is apparent from these figures that the costs resulting from the use of consulting engineers are certainly not higher than those reported by the States

for similar services including both in-house staff and private engineering design, recognizing that the 12.9 percent average for the States included some costs which cover additional State-conducted operations, such as preplanning, administration, and research.

Attempts to arrive at uniform cost comparisons between in-house and private design and inspection services have been found most difficult because of the many variations in the type of operation and because of the wide differences in computing overhead. Nevertheless, these statistics do not indicate that the use of private engineers results in an increase in cost to the public. Former Representative Gordon H. Scherer, of Ohio, a member of the House Public Works Committee, following a careful analysis of the Federal-aid highway program, commented:

"To say that the taxpayer will save money by having the various agencies of the Federal and State Governments set up huge staffs and bureaus to perform all of the engineering services required by government for all of its public works programs, including highways, is plain unadulterated nonsense. I have been around Washington just long enough to know that, whenever it is possible to have private enterprise perform a service, it is done more economically and more efficiently than when government tries its hand (Congressional Record, June 21, 1960)."

The Hoover Commission task force on real property management reported in 1955 its findings on the comparative cost of agency design and construction services. The tabulation below indicates that the lowest cost was effected by the Atomic Energy Commission.

The report commented:

"The Atomic Energy Commission has the most efficient design construction organization and procedures of all the Government agencies. AEC takes full advantage of the services of private architect-engineer and construction organizations by contracting all phases of its design and construction work. Its small technical staff is engaged in preparation of preliminary plans and budgets and in the supervisory control normally exercised by a client employing an architect-engineering firm. Under this procedure the AEC is relieved of the problems of costly overhead in maintaining a complete engineering and construction staff through the fluctuations of demand for design and construction services. These problems are transferred to private organizations which are geared to a broad base of diversified work and to the efficiency and flexibility of competitive business."

The Hoover Commission task force arrived at the following pertinent conclusions:

"The cost to the Government of its design and construction activities is abnormally high and out of line with the cost of similar work in private industry. This results from having so many offices independently engaged in architectural and engineering work; from overstaffed, permanently retained technical groups; from the many different standards and management practices; and from the absence of operating data which would provide a means of comparing the effectiveness of the numerous Federal design and engineering organizations.

"Private architect-engineer and construction organizations are geared to a broad base of diversified work and to the efficiency and flexibility of large-scale competitive construction activities. In times of peace and of national emergency, they have effectively and efficiently met the demands of the Government on Federal construction projects, as well as the demands of industry for private construction.

"By contracting to private architect-engineer and construction organizations all phases of design and construction work on Government construction projects, relatively small supervisory engineering organizations in the executive agencies could furnish the preliminary study, preplanning and budgeting, and the supervisory management and control essential for all Government projects, without maintaining through periods of fluctuating demands the present costly overhead for complete engineering and construction staffs. With minor exceptions, the AEC has been operating under such a program. *If other Federal agencies could attain the operating efficiency of the AEC, the savings to the Government in just the cost of design and supervision of construction, on the basis of present volume of business, would be more than \$100 million annually.*"

It is submitted that this reasoning is as valid today as it was in 1955.

To clarify the faulty contention of the Comptroller General that the Federal-aid highway law requires the States to perform necessary engineering services by their own staff personnel, and to clearly authorize the flexibility and discre-

tion found desirable by the States, it is recommended that the law be amended, as follows:

Federal-Aid Highway Act (23 U.S.C. 301, et seq.)—

"Section 302(a). Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title: *Provided, however, That to meet the above requirements a State may employ to the extent it deems necessary or desirable the services of engineering firms engaged in private practice.* Among other things, the organizations shall include a secondary road unit. [Proposed new language is italicized.]

TABLE I.—*Preliminary engineering costs, including fees for consulting engineers and costs of State design, July 1, 1956 through June 30, 1962*

State	Total consultant fees	Total preliminary engineering Costs ¹	Consultant fees as percent of total preliminary engineering costs	Percent of total construction costs		
				Preliminary engineering	Construction engineering	Total preliminary engineering and construction engineering
Puerto Rico	\$533, 286	\$533, 286	100.0	2.02	10.07	12.09
Rhode Island	5, 628, 272	5, 948, 319	94.6	8.66	7.78	16.44
Ohio	12, 963, 875	13, 768, 843	94.2	(²)	(²)	(²)
Connecticut	11, 273, 650	12, 267, 498	91.9	11.56	3.79	15.35
Massachusetts	10, 179, 128	11, 100, 825	91.7	5.67	11.35	17.02
Pennsylvania	31, 868, 449	34, 915, 796	91.3	1.43	5.76	7.19
West Virginia	11, 677, 876	12, 833, 624	91.0	(²)	(²)	(²)
District of Columbia	7, 174, 663	7, 992, 863	90.6	6.06	3.78	9.84
New York	35, 938, 258	42, 207, 340	85.1	(²)	(²)	(²)
Oklahoma	4, 358, 025	5, 552, 827	78.5	7.59	6.02	13.61
New Jersey	21, 814, 434	28, 400, 970	76.8	4.83	4.01	8.84
Delaware	3, 523, 250	4, 771, 208	73.8	5.28	12.84	18.12
Louisiana	9, 230, 458	12, 829, 560	71.9	3.23	4.33	7.45
Indiana	19, 890, 171	28, 152, 158	70.7	4.81	4.02	8.83
Illinois	21, 357, 220	30, 850, 034	69.2	5.46	4.25	9.71
Florida	6, 926, 297	10, 140, 751	68.3	3.70	7.09	10.79
Tennessee	14, 046, 203	22, 917, 513	61.3	(²)	(²)	(²)
Arizona	4, 655, 056	8, 143, 521	57.2	6.27	13.62	19.89
Maryland	4, 469, 535	7, 978, 722	56.0	6.05	7.00	13.05
Hawaii	1, 113, 952	2, 006, 098	55.5	17.05	17.73	34.78
Iowa	3, 501, 065	6, 478, 500	54.0	5.72	7.33	13.05
Maine	2, 926, 251	5, 542, 023	52.8	4.93	7.47	12.40
Virginia	8, 979, 862	18, 598, 687	48.3	5.41	6.96	12.37
Wisconsin	5, 986, 974	12, 390, 305	48.3	4.89	5.84	10.70
Vermont	2, 415, 286	5, 423, 246	44.5	5.75	5.44	11.19
Kentucky	10, 639, 297	24, 242, 253	43.9	8.19	9.43	17.62
Utah	3, 882, 820	9, 329, 483	41.6	8.73	8.21	16.94
Alaska	3, 838, 341	9, 579, 762	40.1	(²)	(²)	(²)
Kansas	3, 615, 552	9, 143, 966	39.5	2.66	7.17	9.83
Colorado	1, 722, 025	4, 408, 041	39.1	5.73	6.26	11.99
New Mexico	2, 789, 376	7, 329, 561	38.1	10.04	10.48	20.52
Nebraska	3, 675, 680	10, 074, 140	36.5	4.11	5.08	9.19
South Dakota	1, 095, 918	3, 084, 970	35.5	2.13	4.54	6.67
New Hampshire	1, 357, 180	3, 832, 159	35.4	4.93	4.75	9.68
Alabama	5, 147, 998	16, 013, 331	32.1	4.51	12.82	17.33
Minnesota	5, 279, 223	17, 588, 510	30.0	13.21	10.92	24.13
Nevada	2, 056, 635	7, 583, 437	27.1	14.63	12.71	27.34
North Dakota	1, 060, 205	3, 944, 970	26.9	2.56	5.00	7.56
Mississippi	1, 685, 751	7, 590, 031	22.2	3.53	6.90	10.43
North Carolina	1, 144, 774	5, 811, 399	19.7	3.62	9.33	12.95
Michigan	3, 714, 659	21, 290, 523	17.4	4.28	6.35	10.63
Missouri	2, 087, 488	16, 653, 833	12.5	5.33	7.19	12.52
Washington	1, 631, 666	13, 268, 981	12.3	4.02	7.96	11.98
Montana	2, 059, 859	18, 310, 882	11.2	7.07	11.74	18.81
Georgia	1, 480, 471	17, 144, 492	8.6	4.12	7.70	11.82
Idaho	528, 073	6, 812, 279	7.8	9.81	11.16	20.97
South Carolina	189, 863	2, 597, 798	7.3	2.05	5.51	7.56
Texas	402, 404	10, 504, 821	3.8	3.11	6.00	9.11
Wyoming	190, 579	7, 500, 656	2.5	5.17	8.76	13.93
Oregon	55, 080	2, 951, 806	1.9	4.13	7.69	11.82
Arkansas	202, 654	11, 804, 107	1.7	2.84	7.16	10.01
California	49, 299	16, 664, 817	.3	16.69	7.31	24.00
Total	324, 014, 366	636, 735, 475	50.9	5.94	6.98	12.9

¹ Does not include preliminary engineering entirely financed by the State.

² Figures not available.

TABLE II.—*Consultant engineering fees on Federal-aid highway projects awarded July 1, 1956, through June 30, 1963—Jan. 23, 1964*

State	Consultant contracts including preparation of plans, specifications, and estimates ¹			Consultant fees for contracts not including plans, specifications, and estimates ¹	Total consultant fees
	Consultant fee	Construction cost	Percent for engineering		
Alabama.....	\$5,942,653	\$183,582,544	3.2	\$3,388,921	\$9,331,574
Alaska.....	4,113,963	46,764,542	8.8	450,046	4,564,009
Arizona.....	5,872,204	152,340,776	3.9	675,904	6,548,108
Arkansas.....	816,955	27,477,122	2.9	769,698	1,586,653
California.....				1,844	1,844
Colorado.....	2,278,980	67,181,759	3.4	661,187	2,940,167
Connecticut.....	14,863,012	317,997,000	4.7	5,120,707	19,983,719
Delaware.....	5,465,800	140,908,250	3.9	553,700	6,019,500
Florida.....	9,408,321	278,336,851	3.4	2,500	9,410,821
Georgia.....				1,480,471	1,480,471
Hawaii.....	1,470,182	28,380,986	5.2	34,989	1,505,171
Idaho.....	1,245,704	35,940,837	3.5	312,424	1,558,128
Illinois.....	28,042,820	695,323,267	4.0	1,997,793	30,040,613
Indiana.....	25,349,902	706,763,372	3.6	1,293,824	26,643,726
Iowa.....	3,890,316	96,217,464	4.0	280,073	4,170,389
Kansas.....	5,977,622	163,015,178	3.7	544,449	6,522,071
Kentucky.....	7,479,179	209,550,333	3.6	9,244,623	16,723,802
Louisiana.....	18,258,824	532,284,000	3.4	747,784	19,006,608
Maine.....	1,620,550	39,895,642	4.1	1,868,002	3,488,552
Maryland.....	4,879,204	149,819,820	3.3	7,110,854	11,990,058
Massachusetts.....	17,148,055	367,946,282	4.7	1,576,700	18,724,755
Michigan.....	3,607,501	90,610,801	4.0	189,500	3,797,001
Minnesota.....	5,972,422	140,103,251	4.3	808,821	6,781,243
Mississippi.....	1,534,438	27,456,300	5.6	216,822	1,751,260
Missouri.....	3,463,003	154,528,757	2.2	2,402,155	5,865,158
Montana.....	2,798,359	65,610,767	4.3	954,474	3,752,833
Nebraska.....	2,899,991	74,954,206	3.9	1,263,498	4,163,489
Nevada.....	2,548,300	61,955,200	4.1	636,980	3,185,280
New Hampshire.....	1,859,271	54,253,493	3.4	300,409	2,159,680
New Jersey.....	21,928,354	518,817,931	4.2	2,513,380	24,441,734
New Mexico.....	4,032,105	113,261,111	3.6	756,118	4,788,223
New York.....	27,092,985	625,858,249	4.3	23,162,160	50,255,145
North Carolina.....	722,780	18,260,164	4.0	1,861,040	2,583,820
North Dakota.....	532,877	12,550,481	4.2	989,860	1,522,737
Ohio.....	49,376,070	1,287,889,893	3.8	2,662,762	52,038,832
Oklahoma.....	5,581,161	194,792,450	2.9	1,892,167	7,473,328
Oregon.....				112,366	112,366
Pennsylvania.....	39,130,983	1,066,194,757	3.7	6,638,169	45,769,152
Rhode Island.....	6,507,833	131,176,776	5.0	1,217,615	7,725,448
South Carolina.....				807,402	807,402
South Dakota.....	1,343,664	52,141,828	2.6	757,519	2,101,183
Tennessee.....	13,280,071	308,245,611	4.3	1,668,832	14,948,903
Texas.....	476,504	19,095,375	2.5		476,504
Utah.....	3,796,171	102,936,726	3.7	1,484,817	5,280,988
Vermont.....	2,295,683	75,518,713	3.0	119,603	2,415,286
Virginia.....	12,388,562	317,550,352	3.9	12,046,088	24,434,650
Washington.....	1,268,308	24,770,900	5.1	648,998	1,917,306
West Virginia.....	14,779,085	636,373,360	2.3	2,867,935	17,647,020
Wisconsin.....	6,670,303	168,485,455	4.0	171,800	6,842,103
Wyoming.....	7,000	200,000	3.5	334,329	341,329
District of Columbia.....	7,140,935	147,537,810	4.8	917,667	8,058,602
Puerto Rico.....	533,286	9,430,000	5.7		533,286
Total.....	407,692,251	10,740,297,102	3.8	103,519,779	516,212,030

¹ Contracts for preparation of plans, specifications, and estimates, ranging from simple roadway or structural designs to more extensive contracts which included location surveys, alternate route location studies, subsurface explorations or other preliminary engineering work together with either simple or complex road, way or structural designs.

STATEMENT OF BILL CASSIDY, PUBLISHER, AUBURN JOURNAL

Mr. Chairman, I thank you for the opportunity to appear in support of provisions of H.R. 14359, the Federal Highway Act of 1966.

I am familiar with the many programs which are covered in this legislation, including the State highways, Federal aid to secondary roads, forest highways and development roads, and public lands highways development roads and I

wish to join those who have appeared before you in urging the adoption of these authorizations which will permit our highway and road development programs to continue at a realistic pace.

All of these categories of roads are important to the Nation, the State of California, and to the Second Congressional District, of which I am a resident.

There is, however, one category which I would like to discuss in detail, because of the urgent need for increased authorizations over what are proposed in legislation before you today. We, in our area, firmly believe that a more realistic program for financing the development of roads and trails in our national forest is urgent. This item is covered in section 5, paragraph 4 of H.R. 14359. This bill proposes an authorization of \$85 million for fiscal year ending June 30, 1968, and \$110 million for fiscal year ending June 30, 1969. I question whether this amount of financing will meet the demand which the public is making for our national forest resources.

In the 19 counties of the Second Congressional District and throughout California, our forest resources need full development for the multiplicity of uses due to the expanding population of our State. Approximately half the national forest lands in California are located in the 19 counties of the Second District. The national forests of this district and the private timber lands contain much of our commercial timber and produce roughly about \$14 million a year in annual revenue on timber sales.

The rapidly expanding population is increasing their use of national forest land for recreation purposes and one specific instance with which I am familiar in the Tahoe National Forest may serve to point this up. It is estimated that 109.2 miles of roads should be constructed in the Tahoe forest alone during the next 5 years. The estimated cost of these roads is \$14,754,100. At the present time, in the upper regions of Placer County, the Placer County Water Agency is completing a \$115 million project which will bring additional recreation demands on the area. This recreation will be administered by the Forest Service and will increase the number of visitor-days in the Tahoe by an estimated 500,000 yearly.

As has been pointed out, it is indeed unfortunate that we have not been able to finance forest development roads and trails to the extent contemplated in the program for the development for national forests which was submitted to the Congress by President Kennedy. I would also point out that this proposed authorization of \$85 million for the fiscal year 1968 is a reduction below the authorization for fiscal year 1967, since Federal payout costs are estimated to add about \$2 million to the cost of road activities. I, therefore, recommend the authorization of the fiscal years 1968 and 1969 be increased to \$130 million and \$150 million, respectively. I make this statement because I feel that unless finances are substantially increased many opportunities which exist for cooperative financing and preserving resources will be lost.

I wish to thank you for the opportunity to appear in behalf of this House resolution.

APPALACHIAN HARDWOOD MANUFACTURERS, INC.,
Cincinnati, Ohio, April 26, 1966.

Hon. JOHN C. KLUCZYNSKI,
House of Representatives,
Washington, D.C.

MY DEAR MR. KLUCZYNSKI: I would appreciate you making this letter part of your subcommittee hearings on public roads.

After growing timber for 30 to 50 years, the national forests, located within the Appalachian hardwood region, are playing an ever-increasing role in the timber economy of the area. The allowable annual cut, that is, the amount of timber that can be harvested on a sustained-yield basis, has nearly doubled in the past 7 years. The timber operators and the administrators of the national forests are in a great deal of trouble because the road program necessary to harvest this allowable cut has not kept pace. The reason that it has not kept pace is because money to make it possible has not been appropriated.

This type of an appropriation is an investment in the development of the national forests so that they can carry their fair share of the economy of the region.

As long as we have federally owned land in the area it should be managed in such a way that the greatest return will be realized on the investment.

For every \$1 spent by the timber purchaser in main-line road construction, the county loses 25 cents from the 25-percent fund which the Government pays to the counties from gross income.

For every 1,000 board feet of timber not cut, due to lack of roads, 2 man-days of work are lost.

For every mile of road not built, \$7,000 to \$10,000 are not spent on labor in the area involved.

An accelerated road construction program on the national forests at this time would contribute toward the economic welfare of the area. The number and size of payrolls for road construction would increase, and more timber could be placed on the market to help wood industries in the area. Returns to counties within the forests would increase. Better management could be applied to the forest resources to increase future timber production. A greater proportion of the forests would be made available for use by people such as hunters, fishermen, campers and other recreationists.

There are six national forests located in the Appalachian hardwood region with a total area of 3,751,000 acres in commercial forest land. Under sound forest practices, compatible with all other uses of the National Forests, the timber is cut on about 20,000 to 25,000 acres of forest land each year. A mile of road will harvest about 200 acres of timber.

Following are some tables indicating the road situation on two of the major forests in the Appalachian hardwood region.

National forests in North Carolina

[Fiscal years]

	Volume in millions of board feet			
	1964	1965	1966	1967
Allowable annual cut:				
Saw timber.....	32	32	32.5	32.5
Products.....	12	12	12.0	12.0
Total.....	44	44	44.5	44.5
	In miles			
Roads needed to harvest allowable cut.....	80	80	80	
Purchaser built.....	40	40	40	40
U.S. Forest Service built.....	40	40	40	40
From roads and trails funds.....	23	23	22	24
Deficit.....	17	17	18	16

NOTE.—600,000,000 board feet of timber can be harvested per mile of road; 200 acres of timber can be harvested per mile of road.

These figures indicate that right now road construction funds are needed in the amount of \$510,000 in addition to all other funds made available to bring the forest management program up to the level it should enjoy.

A similar situation exists on the Monongahela National Forest in West Virginia. Due to lack of appropriated funds some serious deficits in road construction exist in West Virginia. In the 10-year plan for road construction and forest development there is an \$830,000 deficit in the Monongahela forest for timber roads alone.

The following table indicates the trends being experienced.

Monongahela National Forest, W. Va.

	Fiscal years			
	1964	1965	1966	1967
	Millions of board feet			
Allowable annual cut:				
Sawtimber.....	33	40	46	56
Products.....	15	16	25	25
Total.....	48	56	81	81
	Miles			
Road needs to harvest allowable cut.....	80	88	88	88
Purchaser built.....	40	30	30	30
U.S. Forest Service built.....	40	58	48	58
Available roads and trails funds to build.....	6.4	14.7	20	
Deficit.....	33.6	44.3	38	

NOTE.—600 Mb.f. of timber can be harvested per mile of road; 200 acres of timber can be harvested per mile of road.

For the country as a whole, national forest road and trail needs are estimated to be 33 percent below that necessary for efficient national forest management. In the Appalachian hardwood region indications are that it is 45 percent, or more, below needs.

While we would not recommend 1 cent be spent beyond actual needs, the importance of the timber industry in the Appalachian hardwood region should be recognized, as well as the part the national forests can play in it.

I hope you will find this information helpful. If I could be of any further service I would be glad to have you call on me.

Very truly yours,

H. D. BENNETT,
Secretary-Manager.

RESOLUTION IN SUPPORT OF NATIONAL FOREST DEVELOPMENT ROAD PROGRAM

Whereas the protection of our national forests is a matter of crucial concern throughout the Nation and particularly in southern California where ever-present fire hazards constantly threaten this valuable resource; and

Whereas there has been placed before the Congress a 10-year program for development of the national forests, an essential part of which includes access facilities both for fire protection and availability for public use; and

Whereas in order to relieve deficiencies a national forest development road program needs the expenditure of \$160 million in each of the next 2 years, as proposed by the National Association of Counties; Now, therefore, be it

Resolved by the Board of Supervisors of the County of Riverside, State of California, in regular session assembled on April 18, 1966, That the Congress of the United States is strongly urged to authorize the expenditure of \$160 million in each of the next 2 years to carry out the national forest development road program; be it further

Resolved, That true copies hereof be sent to Senators Kuchel and Murphy and to Representative Tunney, with the request that they support the proposal before the Public Roads Subcommittee of the Senate Committee on Public Works, and before the Roads Subcommittee of the House Public Works Committee, and in their respective houses of Congress; and that copies be sent to other interested persons and agencies.

The foregoing is certified to be a true copy of a resolution duly adopted by said board of supervisors on the date therein set forth.

[SEAL]

DONALD D. SULLIVAN,
Clerk of said Board.

By AGNES HUGLUS,
Deputy.

CENTER, TEX., April 19, 1966.

Hon. JIM WRIGHT,
U.S. House of Representatives,
Washington, D.C.:

Urgently request approval of fiscal year 1967 \$85 million and fiscal year 1968 \$115 million Federal Aid Highway Act 1966, appropriations for Forest Service roads and trails to planned recreational areas on project such as Toledo Bend Reservoir, Sam Rayburn Reservoir, etc. Economic growth of east Texas and western Louisiana dependent upon proper development of roads in this area. Request this telegram be made a part of permanent record of hearing.

CENTER DEVELOPMENT FOUNDATION,
MALCOLM WEAVER, *President.*

CENTER, TEX., April 19, 1966.

Hon. JIM WRIGHT,
House of Representatives,
Washington, D.C.:

Subcommittee of the House Committee on Public Works meets April 19, 20, and 21 to hear Federal Aid Highway Act 1966. Development of forest recreational facilities highly depend upon forest and road and appropriation in this act. Urge you contact other members subcommittee. Amounts as requested fiscal year 1967 \$85 million and fiscal year 1968 \$115 million are urgently needed. Development of Toledo Bend area and east Texas highly depend upon these Forest Service roads. Request your support be made a part of the record of the hearing.

CENTER CHAMBER OF COMMERCE.

CENTER, TEX., April 19, 1966.

Hon. JIM WRIGHT,
U.S. House of Representatives,
Washington, D.C.:

On behalf of the Toledo Bend development I wish to urge approval of fiscal year 1967 \$85 million and fiscal year 1968 \$115 million Federal Aid Highway Act 1966, providing for Forest Service roads and trails to planned recreational areas.

The economic development of east Texas is closely related to proper development of Sam Rayburn Reservoir and Toledo Bend Reservoir. Full utilization of these reservoirs depends entirely upon adequate access roads. Urge your full support.

MANN PINKSTON,
Chairman, Toledo Bend Development Committee.

SAN AUGUSTINE, TEX., April 21, 1966.

Congressman JIM WRIGHT,
*House Subcommittee on Public Works,
Washington, D.C.:*

Our association is directly and vitally interested in adequate appropriation for development of forest recreation facilities with emphasis on access roads in and around Sam Rayburn Reservoir and Toledo Bend Reservoir. Assistance from your committee in providing funds and if possible designating a reasonable portion for the above specific purpose would be appreciated. We are working with the Texas Highway Department in an effort to accelerate the development of access roads but have been advised by them that our best hope is from Federal funds to develop outdoor water-oriented recreation. You may make this a part of the record of hearings if it will be useful.

D. N. BEASLEY,
President, Deep East Texas Development Association.

CENTER, TEX., April 19, 1966.

Hon. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee of House Committee on Public Works,
House of Representatives, Washington, D.C.:*

The entire east Texas area is depending on the proper development of forest recreational facilities and forest roads and trails providing access to them. The joint project of Toledo Bend between Texas and Louisiana is the largest man-made lake in the entire South. We think it is urgent that approval be given by fiscal year 1967, \$85 million, and fiscal year 1968, \$115 million, appropriating funds for these roads.

We sincerely request your favorable action.

NEWS CHAMPION PUBLICATIONS.

CENTER, TEX., April 19, 1966.

Hon. JOHN C. KLUCZYNSKI,
*Chairman of Subcommittee of House Committee on Public Works,
House of Representatives, Washington, D.C.:*

Earnestly request approval of fiscal year 1967, \$85 million, and fiscal year 1968, \$115 million, for Forest Service roads and trails as requested in Federal aid. Development of Forest Service recreational facilities at Toledo Bend Reservoir highly dependent upon this. Toledo Bend is largest manmade lake in the South and future economic development of east Texas greatly dependent on full development of this project.

Request this telegram be made a part of the record of the hearing.

MANN PINKSTON,
Vice President, Farmers State Bank.

○

Legislative History
P.L. 89-574

FEDERAL-AID HIGHWAY ACT OF 1966

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ROADS

OF THE

COMMITTEE ON PUBLIC WORKS

UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

S. 3155

A BILL TO AUTHORIZE APPROPRIATIONS FOR THE FISCAL
YEARS 1968 AND 1969 FOR THE CONSTRUCTION OF CERTAIN
HIGHWAYS IN ACCORDANCE WITH TITLE 23 OF THE UNITED
STATES CODE, AND FOR OTHER PURPOSES

MAY 11, 12, 13, 17, 18, 19, AND 26, 1966

Printed for the use of the Committee on Public Works



PLEASE RETURN TO USDA
NATIONAL AGRICULTURAL LIBRARY
LAW BRANCH, LEGISLATIVE REPORTING
Rm. 117-E, Admin Bldg.
Wash. D. C. Ext. 4654

FEDERAL-AID HIGHWAY ACT OF 1966

HEARINGS
BEFORE THE
SUBCOMMITTEE ON ROADS
OF THE
COMMITTEE ON PUBLIC WORKS
UNITED STATES SENATE
EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

S. 3155

A BILL TO AUTHORIZE APPROPRIATIONS FOR THE FISCAL
YEARS 1968 AND 1969 FOR THE CONSTRUCTION OF CERTAIN
HIGHWAYS IN ACCORDANCE WITH TITLE 23 OF THE UNITED
STATES CODE, AND FOR OTHER PURPOSES

MAY 11, 12, 13, 17, 18, 19, AND 26, 1966

Printed for the use of the Committee on Public Works



COMMITTEE ON PUBLIC WORKS

JENNINGS RANDOLPH, West Virginia, *Chairman*

STEPHEN M. YOUNG, Ohio	JOHN SHERMAN COOPER, Kentucky
EDMUND S. MUSKIE, Maine	HIRAM L. FONG, Hawaii
ERNEST GRUENING, Alaska	J. CALEB BOGGS, Delaware
FRANK E. MOSS, Utah	JAMES B. PEARSON, Kansas
B. EVERETT JORDAN, North Carolina	GEORGE MURPHY, California
DANIEL K. INOUE, Hawaii	ROBERT P. GRIFFIN, Michigan
BIRCH BAYH, Indiana	
JOSEPH M. MONTOYA, New Mexico	
FRED R. HARRIS, Oklahoma	
JOSEPH D. TYDINGS, Maryland	

RON M. LINTON, *Chief Clerk and Staff Director*

RICHARD E. GERRISH, *Minority Clerk*

WILLIAM R. HALEY, *Minority Counsel*

RICHARD B. ROYCE, JOSEPH F. VAN VLADRICKEN, WILLIAM E. MIRON, Jr., and
LEON G. BILLINGS, *Professional Staff Members*

SUBCOMMITTEE ON ROADS

JENNINGS RANDOLPH, West Virginia, *Chairman*

EDMUND S. MUSKIE, Maine	JOHN SHERMAN COOPER, Kentucky
ERNEST GRUENING, Alaska	HIRAM L. FONG, Hawaii
FRANK E. MOSS, Utah	JAMES B. PEARSON, Kansas
B. EVERETT JORDAN, North Carolina	GEORGE MURPHY, California
BIRCH BAYH, Indiana	
JOSEPH M. MONTOYA, New Mexico	
FRED R. HARRIS, Oklahoma	

CONTENTS

S. 3155-----	Page 2
--------------	-----------

CHRONOLOGICAL LIST OF WITNESSES

MAY 11, 1966

Hon. Jennings Randolph, a U.S. Senator from the State of West Virginia--	1
Hon. Alan S. Boyd, Under Secretary for Transportation, Department of Commerce-----	4, 76, 372
Hon. Rex M. Whitton, Federal Highway Administrator, Department of Commerce-----	9
Hon. Howard W. Cannon, a U.S. Senator from the State of Nevada-----	72

MAY 12, 1966

Charles E. Shumate, president, American Association of State Highway Officials-----	85
Maj. Gen. Louis W. Prentiss, U.S. Army (Retired), executive vice president, American Road Builders Association-----	99
Burton Miller, deputy, American Road Builders Association-----	104

MAY 13, 1966

James Sprouse, director, Highway and Heavy Divisions of the Associated General Contractors of America-----	117
Donald A. Malcolm, president, Management Technology Inc., Los Angeles, Calif-----	123
Kern Smith, Management Technology, Inc.-----	138

MAY 17, 1966

Hon. Ernest Gruening, a U.S. Senator from the State of Alaska-----	143
Patrick Healy, executive director, National League of Cities-----	155
Leonard K. Crawford, immediate past president, Consulting Engineering Council-----	164
Paul H. Robbins, executive director, National Society of Professional Engineers-----	170

MAY 18, 1966

Hon. Wayne Morse, a U.S. Senator from the State of Oregon-----	179
Hon. Len Jordan, a U.S. Senator from the State of Idaho-----	187
Hon. Frank Church, a U.S. Senator from the State of Idaho-----	229
Hon. Robert E. Smylie, Governor, the State of Idaho-----	232
Edward P. Cliff, Chief of the Forest Service, Department of Agriculture--	250
M. M. Nelson, Deputy Chief, Forest Service, Department of Agriculture--	277
Darrell Dorman, AFL-CIO State representative, Boise, Idaho-----	279
Ted Hoff, vice president, Hoff Lumber Co., Horseshoe Bend, Idaho-----	282
Ewing Little, chairman, county commissioners board, Wallace, Idaho----	286
A. J. Teske, secretary, Idaho Mining Association, Boise, Idaho-----	299
W. E. Michael, chairman, Cherochala Commission, Tennessee-----	305

MAY 19, 1966

John de Lorenzi, managing director, Government and Public Relations, American Automobile Association-----	320
Charles N. Brady, director, Highway Department, American Automobile Association-----	325

	Page
C. D. Ward, general counsel, on behalf of the National Association of Counties; accompanied by Jess Hill, commissioner, Lane County, Oreg., and past president, Association of Oregon Counties; and Kenneth C. Tollenaar, former executive secretary, Association of Oregon Counties, Salem, Oreg.-----	326
Jess Hill, Lane County Commissioner and immediate past president, Association of Oregon Counties-----	331
Kenneth C. Tollenaar, former executive secretary, Association of Oregon Counties-----	333
William Early (spokesman), Weyerhaeuser Co., Tacoma, Wash.; Richard Grist, Georgia-Pacific Corp., Bluefield, W. Va., representing the Appalachian Hardwood Manufacturers, Inc.; Neptune Lynch, North Fork Lumber Co., North Fork, Idaho, representing the Western Wood Products Association, Portland, Oreg.; and Ray Crane, Crane Mills, Inc., Corning, Calif., representing the Western Wood Products Association, Portland, Oreg., on behalf of the National Forest Products Association-----	342
N. A. Lynch, president, North Fork Lumber Co., North Fork, Idaho-----	347
Richard P. Grist, Georgia-Pacific Corp., Bluefield, W. Va-----	349
William Early, spokesman, Weyerhaeuser Co., Tacoma, Wash-----	357
Ray Crane, president, Crane Mills, Corning, Calif-----	359

MAY 26, 1966

Hon. Joseph M. Montoya, a U.S. Senator from the State of New Mexico--	369
Donald McKinnon, commissioner, Alaska State Highway Commission; accompanied by Bruce A. Campbell, special assistant for engineering, Alaska Department of Highways-----	430
Bruce A. Campbell, special assistant for engineering, Alaska Department of Highways-----	437

STATEMENTS

Anderson, Hon. Clinton P., a U.S. Senator from the State of New Mexico: Letters dated May 11, 1966-----	181
Bartlett, Hon. E. L., a U.S. Senator from the State of Alaska: Letter dated May 26, 1966-----	429
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah-----	302
Bible, Hon. Alan, a U.S. Senator from the State of Nevada: Letter dated May 11th 1966-----	65
Boyd, Hon. Alan S., Under Secretary for Transportation, Department of Commerce-----	4, 76, 372
Brady, Charles N., director, highway department, American Automobile Association-----	325
Breckenridge, J. H., Twin Falls, Idaho, on behalf of land owners and livestock men-----	197
Campbell, Bruce A., special assistant for engineering, Alaska Department of Highways-----	436
Cannon, Hon. Howard W., a U.S. Senator from the State of Nevada-----	72
Church, Hon. Frank, a U.S. Senator from the State of Idaho-----	229
Cliff, Edward P., Chief of the Forest Service, Department of Agriculture--	250
Collins, Thomas L., president, Legislative Council for Photogrammetry---	177
Crane, Ray, president, Crane Mills, Corning, Calif-----	359
Crawford, Leonard K., immediate past president, Consulting Engineers Council-----	164
de Lorenzi, John, managing director, government and public relations, American Automobile Association-----	320
Doorman, Darrell, AFL-CIO State representative, Boise, Idaho-----	279
Early, William, attorney, Weyerhaeuser Co., on behalf of National Forest Products Association-----	342, 357
Ervin, Hon. Sam J., Jr., a U.S. Senator from the State of North Carolina: Letter dated May 16, 1966-----	304
Faubus, Orval E., Governor, the State of Arkansas: Letter dated May 17, 1966-----	445
Furey, Sherman F., Jr., attorney, Salmon, Idaho, on behalf of the community-----	213

	Page
Gore, Hon. Albert, a U.S. Senator from the State of Tennessee: Letter dated May 17, 1966.....	304
Grist, Richard P., Georgia-Pacific Corp., Bluefield, W. Va.....	349
Gruening, Hon. Ernest, a U.S. Senator from the State of Alaska.....	143
Hagenstein, W. D., executive vice president, Industrial Forestry Association, Portland, Oreg.....	315
Healy, Patrick, executive director, National League of Cities.....	155
Hill, Jess, Lane County Commissioner, and immediate past president, Association of Oregon Counties.....	331
Hoff, Ted, vice president, Hoff Lumber Co., Horse Shoe Bend, Idaho....	282
Jordan, Hon. Len, a U.S. Senator from the State of Idaho.....	187
Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts.....	419
Little, Ewing, chairman, county commissioners board, Wallace, Idaho....	286
Lynch, N. A., president, North Fork Lumber Co., North Fork, Idaho....	347
Malcolm, Donald A., president, Management Technology, Inc., Los Angeles, Calif.....	123
McKinnon, Donald, commissioner, Alaska State Highway Commission....	430
Metcalf, Hon. Lee, a U.S. Senator from the State of Montana: Letter dated May 23, 1966.....	182
Michael, W. E., chairman, Cherochala Commission, Tennessee.....	305
Miller, Burton, deputy, American Road Builders Association.....	104
Monroney, Hon. Mike, a U.S. Senator from the State of Oklahoma: Letter dated May 2, 1966.....	185
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico..	369
Morse, Hon. Wayne, a U.S. Senator from the State of Oregon.....	179
Muskie, Hon. Edmund S., a U.S. Senator from the State of Maine.....	276
Nelson, M. M., Deputy Chief, Forest Service, Department of Agriculture..	277
Prentiss, Maj. Gen. Louis W., U.S. Army (retired), executive vice president, American Road Builders Association.....	99
Randolph, Hon. Jennings, a U.S. Senator from the State of West Virginia..	1
Rauch, George H., president, North Idaho Forestry Association.....	219
Richard, John M., president, St. Maries Chamber of Commerce, St. Maries, Idaho.....	194
Robbins, Paul H., executive director, National Society of Professional Engineers.....	170
Roncalio, Hon. Teno, a Representative in Congress from the State of Wyoming.....	313
Sawyer, Hon. Grant, Governor, State of Nevada: Letter dated April 15, 1966.....	71
Shumate, Charles E., president, American Association of State Highway Officials.....	85
Smith, Kern, Management Technology, Inc.....	138
Smylie, Hon. Robert E., Governor, the State of Idaho.....	232
Sprouse, James, director, Highway and Heavy Divisions of the Associated General Contractors of America.....	117
Taylor, Hon. Roy A., a Representative in Congress from the State of North Carolina.....	304
Teske, A. J., secretary, Idaho Mining Association, Boise, Idaho.....	299
Tollenaar, Kenneth C., former executive secretary, Association of Oregon Counties.....	333
Ward, C. D., general counsel, National Association of Counties.....	326
Whitton, Hon. Rex M., Federal Highway Administrator, Department of Commerce.....	9
Williams, Harry H., managing director, Automobile Manufacturers Association: Letter dated May 23, 1966.....	446

ORGANIZATIONS

Absaroka-Beartooth Area Development Association, Big Timber, Mont..	184
Alaska Department of Highways.....	430
American Association of State Highway Officials.....	85
American Automobile Association.....	325
American Federation of Labor and Congress of Industrial Relations, Boise, Idaho.....	279

	Page
American Road Builders Association.....	104
Appalachian Hardwood Manufacturers, Inc.....	349
Associated General Contractors of America.....	117
Association of Oregon Counties.....	331
Automobile Manufacturers Association.....	446
Bogus Basin Recreational Association, Inc., Boise, Idaho.....	245
Boulder City, Nev., Chamber of Commerce.....	72
California Board of Forestry.....	249
Cascade, Idaho, Chamber of Commerce.....	220
Cherohala Commission, Tennessee.....	305
Clearwater and Potlatch Timber Protective Associations.....	201
Consulting Engineers Council.....	164
Crane Mills, Corning, Calif.....	359
Department of Agriculture.....	297
Department of Commerce.....	9
Georgia-Pacific Corp.....	349
Hoff Lumber Co., Horseshoe Bend, Idaho.....	282
Idaho County Commissioners Association.....	286
Idaho Fish and Game Department.....	227
Idaho Mining Association.....	299
Idaho State AFL-CIO.....	245
Idaho State Chamber of Commerce.....	246
Idaho State Legislature.....	233
Idaho Wildlife Federation.....	227, 303
Industrial Forestry Association, Portland, Oreg.....	314
Las Vegas, Nev., Chamber of Commerce.....	71
Legislative Council for Photogrammetry.....	177
Los Angeles County, Calif., Board of Supervisors.....	365
Management Technology Inc., Los Angeles, Calif.....	123
Michigan State Association of Supervisors.....	303
Moscow, Idaho, Chamber of Commerce.....	209
National Association of Counties.....	326
National Forest Products Association.....	342, 357
National League of Cities.....	155
National Society of Professional Engineers.....	170
New Mexico State Highway Commission.....	182
Northern California County Supervisors Association.....	365
North Fork Lumber Co., North Fork, Idaho.....	347
North Idaho Forestry Association.....	192, 219
Prairie Lumber Co., Grangeville, Idaho.....	204
Priest River, Idaho, Chamber of Commerce.....	222
San Bernadino County, Calif., Board of Supervisors.....	366
Shasta County, Calif., Board of Supervisors.....	366
South Idaho Forestry Association.....	193, 221
St. Maries Chamber of Commerce.....	194
Watershed Fire Council of Southern California.....	248
Western Governors Conference.....	247
Western Wood Products Association of Oregon.....	347
Weyerhaeuser Co.....	342, 357

FEDERAL-AID HIGHWAY ACT OF 1966

WEDNESDAY, MAY 11, 1966

UNITED STATES SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 4200, Senate Office Building, Senator Jennings Randolph (chairman of the subcommittee) presiding.

Present: Senators Randolph, Gruening, Montoya, Cooper, Fong, and Murphy.

Also present: Richard B. Royce, professional staff member.

The CHAIRMAN. Our hearing will begin.

Good morning to all who are present. Today the Subcommittee on Roads begins the taking of testimony on S. 3155, Federal Aid to Highway Act of 1966, which would provide authorization of funds for the Interstate System, the primary and secondary systems, and other categories of federally financed highways for the fiscal years of 1968 and 1969.

It is proper to note that the pending measure proposed by the administration calls for certain fundamental decisions to be made by the Congress, regarding our Federal aid highway program. As all of us know, this is a vast construction effort, which is now federally assisted at a level of approximately \$4 billion on an annual basis.

We also know it is a major factor in the national economy, and that it has an impact on the economies of many local and larger areas.

The recommendations which this committee will make to the Senate in reference to S. 3155 will therefore be predicated on the best information that we can secure from the competent and cooperative witnesses, and by the investigations, of course, which would be carried on within the committee structure itself.

The Interstate System, now slightly more than half completed, is entering a more difficult phase, as these highways move into what I call the heart, at least in part, of metropolitan centers. We are now beginning to encounter the problems of displacing considerable numbers of our urban population, of relocating families and business enterprises, and there is the responsibility also, as we do this, of protecting social and cultural and esthetic values, but as we do this job, we must realize that we have a primary responsibility; that is, to advance adequate transportation.

These problems ultimately must be reflected in the increased costs in a highway program. It is such matters as these that our Sub-

committee on Roads will explore during the hearings, and we will hope to report a realistic measure which will have to do with the funding of the highway program.

I will place a copy of the bill in the record at this point.
(S. 3155 follows:)

[S. 3155, 89th Cong., 2d sess.]

A BILL To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,300,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$2,685,000,000 for the fiscal year ending June 30, 1972."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

EXTENSION OF TIME FOR COMPLETION OF SYSTEM

SEC. 4. (a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

(b) The second and third sentences of section 104(b)(5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and by striking "fiscal year ending June 30, 1971", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972".

AUTHORIZATIONS

SEC. 5. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways on the Federal-aid highway systems, out of the highway trust fund, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways on the Federal-aid highway systems, out of the highway trust fund, \$7,000,000 for the fiscal year ending June 30, 1968, and \$7,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1968, and \$110,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1968, and \$3,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

HIGHWAY BEAUTIFICATION

SEC. 6. (a) The last sentence in subsections 131(m) and 136(m) of title 23, United States Code, is hereby deleted and the following is substituted in lieu thereof: "No part of the highway trust fund shall be available to carry out this section before July 1, 1966. The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds, except as determined by the Secretary to be inconsistent with this section, shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1966."

(b) The last sentence in subsection 319(b) of title 23, United States Code, is hereby deleted and the following is substituted in lieu thereof: "No part of the highway trust fund shall be available to carry out this subsection before July 1, 1966. The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds, except as determined by the Secretary to be inconsistent with this subsection, shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1966."

EMERGENCY RELIEF

SEC. 7. Subsection (a) of section 125 of title 23, United States Code, is amended to read as follows:

"(a) The Secretary is hereby granted standby authority to expend, from any funds heretofore or hereafter appropriated for expenditure in accordance with the provisions of this title, including existing Federal-aid appropriations, and subject to the provisions of this section and section 120(f), the sum of \$50,000,000 for the fiscal year 1967, and a like sum for each fiscal year thereafter, for the repair or reconstruction of highways, roads, and trails which he shall find have suffered serious damage as a result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States. The unexpended balance of such authorization shall remain available for expenditure for a period of two years after the close of the fiscal year for which such sum is authorized. Expenditures

under this section on any of the Federal-aid highway systems shall be reimbursed by appropriations from the highway trust fund, and expenditures under this section for highways, roads, and trails not on any Federal-aid highway system shall be reimbursed by appropriations from the general funds of the Treasury, which appropriations are hereby authorized."

(b) Subsections (b) and (c) of section 125 of title 23, United States Code, are amended by striking the words "from the emergency fund" where they appear.

The CHAIRMAN. We are privileged to begin this morning with the presentation of the administration viewpoint on the pending bill, S. 3155. We are gratified that our first witness and our second witness—they actually appear together—are Alan S. Boyd, the Under Secretary for Transportation of the Department of Commerce, and Rex M. Whitton, the Federal Highway Administrator of the Bureau of Public Roads of the Department of Commerce. We will proceed to have them present their statements, and be ready for questioning by members of the subcommittee.

Mr. Boyd and Mr. Whitton, you will proceed as you desire.

STATEMENT OF HON. ALAN S. BOYD, UNDER SECRETARY FOR TRANSPORTATION, DEPARTMENT OF COMMERCE

Mr. BOYD. Mr. Chairman and members of the subcommittee, I appreciate this opportunity to present to your committee the administration's views on S. 3155, entitled the "Federal Aid Highway Act of 1966." Following my statement and with the permission of the committee, the Federal Highway Administrator will present to you a report on progress of the Federal-aid highway programs.

Transportation on our Nation's highway systems continues to reach record totals each year. In 1965, approximately 100 million licensed drivers, and 90 million vehicles traveled 880 billion vehicle miles on 3.6 million miles of roads and streets. About two-thirds of this mileage was on the 900,000 miles of Federal aid highways. This growth in travel represents an increase of almost 5 percent over 1964 levels.

Highway transportation is the dominant mode of passenger transportation, accounting for 92 percent of intercity travel. It also has grown increasingly important in the movement of goods, now accounting for over 300 billion ton-miles a year.

Americans will spend about \$100 billion this year for highway-related travel and transportation which roughly represents one-seventh of the gross national product.

Highways, therefore, are vital to the economic prosperity of the Nation, and to its economic and social progress.

Improvement of the Federal-aid system is essential if we are to keep pace with the needs of the Nation, and the authorizations contained in the proposed measure before you for consideration are directed toward that objective. These authorizations for continuation of the Federal-aid highway program have been enacted regularly by Congress to provide the American people with the finest highway transportation in the world, and to meet our growing economic and social needs.

S. 3155 is identical to the administration's proposed Federal-Aid Highway Act of 1966, transmitted to the Congress on March 21 of this year. It would provide biennial authorizations for the Federal-aid primary and secondary highway systems and their extension in urban areas. The bill also would provide authorizations required for other programs, including the important interstate program.

Before discussing the detailed provisions of the bill, I would like to review briefly the reasons underlying the proposals presented for your consideration. A critical stage has been reached in the schedule for completion of the National System of Interstate and Defense Highways. As Mr. Whitton will show in his progress report, the halfway point in project authorizations has been passed for completing the Interstate System in accord with the 1965 cost estimates.

If we are to assure the completion of the interstate program under the schedule proposed by the administration it will be necessary for the Congress to provide increased authorizations and related revenues to support their financing. Additional problems related to highway transportation must also be considered and acted upon by the Congress during this session to protect the efficiency and productivity of highway transportation and to insure that this important part of our national transport system is compatible with esthetic and social goals related to improvement in the quality of American life.

Previous Congresses acted wisely in dealing with the social impact of highway dislocation by providing for payments to families and businesses to cover the costs of displacement. In 1962 requirements for a continuing comprehensive transportation planning process were established to guide future highway development programs and to take account of their probable impact on major urban areas. Only last year the Congress enacted the Highway Beautification Act of 1965 to promote the recreational values of public travel and preserve natural beauty along Federal-aid highways. During this session hearings are being held on traffic safety which is a reflection of growing national concern over the appalling increase in the number of and severity of traffic accidents with their attendant tragedies and losses. Early enactment of a comprehensive safety program along the lines proposed by the administration will provide needed Federal assistance in solving this problem.

I am sure you recognize that all elements of highway transportation, including human and environmental considerations which arise in the planning and development of facilities must be fostered and promoted within an integrated program framework. This program approach is essential if we are to proceed at a satisfactory pace in providing for the timely development of needed highway facilities. The recommendations on highway beauty and safety proposed for consideration of this Congress are based upon this concept and will, through the proposed use of the highway trust fund, closely knit these highway related programs into a more meaningful framework for consideration and surveillance by the Congress.

The administration's proposals for Federal-aid highway development were transmitted to the Congress in a package of which only a part is before this committee for consideration. Related financing proposals are contained in another administration draft bill entitled "Highway, Airway, and Waterway User Act of 1966" which also was transmitted to the Congress on March 21. These financing proposals will insure: (1) the orderly continuation of our highway program, (2) the provisions of additional revenues to continue the pay-as-you-build basis for this program which was wisely established by the Congress in 1956, and (3) that all highway users pay their fair share of the costs of Federal highway development.

Comments on S. 3155:

Turning now to the pending bill before this subcommittee I shall discuss the various provisions of the bill and the need for their enactment.

Section 2 of S. 3155 revises and increases the authorization of funds for interstate programs. Increased annual authorization is made necessary to conform to the latest cost estimate for completing this system which was submitted to Congress in January 1965. For the fiscal year 1968, the authorization is increased by \$300 million to a total of \$3.3 billion. For fiscal years 1969 and 1970 the increase amounts to \$600 million, and for fiscal year 1971 the increase is \$715 million, bringing the total for each of those years to \$3.6 billion. A new authorization is provided for the fiscal year ending 1972 in the amount of \$2.685 billion. These revisions in the schedule of interstate authorizations amount to a total increase of \$4.9 billion in the Federal share, thereby increasing the total interstate authorizations from \$37.1 billion to \$42 billion.

Section 3 of S. 3155 authorizes the Secretary of Commerce to apportion interstate funds authorized for fiscal years 1968 and 1969, based on the apportionment factors developed from the 1965 cost estimate data. These factors are to be used for apportioning interstate funds for those years as provided by law. Last year the Congress authorized apportionment of interstate funds for fiscal year 1967 employing these apportionment factors and the 1967 interstate funds were apportioned to the States on August 30, 1965. The next cost estimate will not be available to the Congress until January 1968 and will provide the basis for apportioning interstate funds for 1970 and later fiscal years.

In our view the current cost estimate is sound and properly reflects the then existing relative needs of the several States to complete an Interstate System to meet the capacity and safety needs of the future. A more detailed discussion of these estimates and how they were developed will be presented by Mr. Whitton in his statement.

Section 4 makes certain conforming amendments to title 23 of the United States Code, required by the new authorization of interstate funds in section 2 for the additional fiscal year of 1972.

Under section 5 of S. 3155, \$1 billion is authorized for each of the fiscal years 1968 and 1969 to permit continuation of projects on

the Federal aid primary system, the Federal aid secondary system and their extensions within urban areas.

This section also authorizes for each of the fiscal years 1968 and 1969 the sum of \$33 million for forest highways and \$7 million for public lands highways. These authorizations are also identical with those provided for such purposes for the fiscal years 1966 and 1967. In the past, authorizations for forest and public land highways have been financed through the general fund of the Treasury. Under the pending bill, such authorizations are proposed to be financed from the highway trust fund and are to be available for expenditure only for projects on a Federal aid system. While such system limitation has not previously been in effect, it is not anticipated that it will create any problems or work any hardships on the States. At the present time, approximately 88 percent of the 25,600 mile forest highway system is on one of the Federal aid systems. Most of the remaining mileage would be eligible for transfer to a Federal aid system upon application by the State concerned. A relatively similar situation exists with respect to public lands highways. Highways constructed under these programs are similar in usage to highways on the Federal aid systems, thus, it would seem consistent to have them financed by highway users from the trust fund.

In addition, this section authorizes appropriations from the general fund for the fiscal years 1968 and 1969 for various categories of Federal domain roads. Since these programs are administered by the Department of Agriculture and the Department of Interior, we defer to the views of these departments concerning the proposed authorization levels.

Section 6 of S. 3155 removes the prohibition against the use of the highway trust fund after June 30, 1966, to finance the highway beautification program. The Highway Beautification Act of 1965 prohibits the use of the highway trust funds for financing current authorization provided for control of outdoor advertising and junkyards as well as for landscaping and scenic enhancement. Congress, in enacting this prohibition against use of the trust fund, made it quite clear that its purpose was to prevent diversion of Federal aid construction funds from the trust fund for these purposes.

While S. 3155 provides that the beautification program be financed through the trust fund beginning with the fiscal year 1967, it is the Administration's position that this expenditure should not encroach on the currently dedicated highway user revenues. Financing of beautification as well as traffic safety would be provided for by transfer of one percentage point of the present automotive excise tax to the highway trust fund. As required, additional funds would be transferred from the general fund of the Treasury to the highway trust fund to meet expenditure requirements not met through dedication of the 1 percentage point auto excise. Use of the trust fund for financing these programs cannot be operative unless authorized as provided for in the draft bill entitled "Highway, Airway and Waterway User

Act of 1966." As mentioned earlier in my testimony, a major reason for using trust fund financing is to assure that common administration and program surveillance is maintained overall highway related programs at the Federal level.

Finally, section 7 of S. 3155 increases the standby authorization for emergency relief funds for repair or reconstruction of highways, roads, and trails seriously damaged by floods or other disasters from \$30 million to \$50 million for the fiscal year 1967 and each year thereafter. Further, it provides for a 2-year carryover of any unused authorizations, as is now applicable to the regular Federal aid authorizations.

This section of the bill also provides that emergency relief expenditures on any of the Federal aid systems are to be reimbursed from the trust fund, while such expenditures for various types of Federal domain highways, roads and trails off the Federal aid systems are to be reimbursed from the general fund of the Treasury. At the present time, emergency relief expenditures whether on or off the Federal aid systems are reimbursed from the highway trust fund.

PROPOSED HIGHWAY FINANCING PROGRAM

While not before this committee for consideration, I would like to review briefly the specific recommendation jointly submitted to the Congress on March 21, 1966, by the Secretary of the Treasury and the Secretary of Commerce insofar as it relates to additional highway trust fund financing. The proposed financing program would (1) increase the tax on diesel fuel used in highway vehicles; (2) make more equitable the heavy vehicle weight taxes which are presently dedicated to the trust fund; and (3) assign revenues from one percentage point of the automobile excise tax and necessary amounts from general funds of the Treasury to the highway trust fund to finance the beautification and traffic safety programs; (4) transfer excise taxes on aviation fuel from the highway trust fund to the general fund and (5) extend the present October 1, 1972, tax cutoff date for the trust fund by 5 months, to February 28, 1973.

These recommended fiscal measures will provide revenues to the highway trust fund needed to finance increased costs associated with the (1) remaining \$4.9 billion of the \$5 billion increase in the Federal share of the cost of completing the 41,000 mile Interstate System in accord with the 1965 interstate cost estimate; (2) forest and public lands highway programs; (3) traffic safety program and (4) the highway beautification program.

Estimated annual apportionments, disbursements, revenues, and trust fund balances for the programs to be financed from the highway trust fund under proposed legislation will be explained in greater detail in Mr. Whitton's statement.

The prospects for the future of the highway program are dependent upon the actions of this Congress. I respectfully urge that these actions be carried out in accordance with the provisions of S. 3155.

I appreciate this opportunity to appear before you and discuss the highway program and the provisions of the pending bill.

Thank you.

The CHAIRMAN. Thank you, Secretary Boyd.

And now, Mr. Whitton, we will be happy to hear you, sir.

**STATEMENT OF HON. REX M. WHITTON, FEDERAL HIGHWAY
ADMINISTRATOR, DEPARTMENT OF COMMERCE**

Mr. WHITTON. Mr. Chairman and members of the subcommittee, I appreciate this opportunity to appear before you and present this statement concerning the progress of the Federal-aid highway program.

The program is progressing as fast as possible on the basis of revenues available in the highway trust fund. Since July 1, 1956, revenues accruing to the fund have totaled \$27.608 billion, and expenditures have totaled \$27.466 billion. On April 30, 1966, the balance in the highway trust fund was \$142 million.

The status of improvement of the Interstate System as of March 31, 1966, is summarized by States in table 1. I will submit a number of tables and charts to you. I will be referring to them throughout my statement.¹

A total of 21,452 miles of the Interstate System was improved and open to traffic on March 31, reflecting an increase of 2,278 miles during the past 12 months. Work was underway on March 31 on 17,106 miles of the Interstate System including 5,903 miles under construction contract and 11,203 miles on which engineering or right-of-way acquisition work was underway. Thus, some form of work had been completed or was underway on 38,558 miles or 94 percent of the 41,000-mile Interstate System.

Interstate projects totaling \$16.3 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$13.9 billion and engineering and right-of-way acquisition totaling \$2.4 billion.

Interstate projects underway or authorized on April 30, 1966, totaled \$9.6 billion. The work underway included construction contracts totaling \$5.7 billion and engineering and right-of-way acquisition totaling \$3.9 billion.

We have passed the halfway point in project authorizations for completion of the Interstate System in accord with the 1965 cost estimate. As shown in table 2, which covers work authorized through April 30, 1966, preliminary engineering work has been authorized covering 81 percent of the total program; some 60 percent of the right-of-way acquisition work has been authorized; and contracts have been awarded on 53 percent of the construction work. In total, the work authorized to date represents 57 percent of the estimated total cost of completing the Interstate System as developed in the 1965 cost estimate.

¹ The tables and charts referred to appear later in Mr. Whitton's testimony. (See pp. 14-30.)

Table 3 shows by State the status of active and completed projects financed from Federal-aid Interstate funds.

For the A-B-C program of primary, secondary, and urban highways, projects have been completed since July 1, 1956, at a total cost of \$16.4 billion. The completed projects include nearly 198,000 miles of construction contracts at a total cost of \$15.3 billion, and engineering and right-of-way acquisition totaling \$1.1 billion.

A-B-C projects underway or authorized on April 30, 1966, totaled \$3.8 billion and included nearly 20,000 miles of construction contracts at a total cost of \$3.1 billion and engineering and right-of-way acquisition totaling \$786 million.

The status of active and completed projects under the A-B-C program is shown by States in the enclosed table 4.

The apportionments made to the States last August included an interstate apportionment of \$3 billion and an A-B-C apportionment of \$1 billion.

I would like now to report briefly on the program authorized by the Highway Beautification Act of 1965.

You will recall that the 1965 Highway Beautification Act provided authorizations for each of the fiscal years 1966 and 1967 in the amount of \$20 million for billboard control, \$20 million for junkyard control, and \$120 million for landscaping and scenic enhancement. However, the appropriations for fiscal 1966 were \$10 million for billboard and junkyard control combined, and \$60 million for landscaping and scenic enhancement.

Of the \$10 million, \$3 million was allocated on November 4, 1965, to the States for billboard control and \$3 million for junkyard control. Based on reports of State needs, these initial allocations were revised on April 22 to \$2,515,043 for billboard control and \$3,264,457 for junkyard control. Obligations to date for billboard control total \$1,982,836 and for junkyard control total \$1,001,190. Total obligations for the two programs combined amount to \$2,984,026.

Details of these two programs are shown by States in table 5.

The \$60 million appropriated for landscaping and scenic enhancement has all been apportioned and made available to the States. Obligations to date have totaled \$13,799,763. Details of this program are shown in table 6.

Progress also is being made in advancing the Appalachian development highway program, authorized by the Appalachian Regional Development Act of 1965. A total of \$840 million was authorized for highways under this act, of which \$200 million has been appropriated. Allocations to States have totaled \$158 million for development roads and \$17,500,000 for local access roads. Obligations have totaled \$48,603,215 for developmental roads and \$2,948,060 for local access roads, and we anticipate that the remainder of the \$200 million appropriation will be obligated by June 30, 1966.

Details of this program are shown by States in table 7.

Section 4, Senate Joint Resolution 81, Public Law 89-139, popularly referred to as the Baldwin amendment, was enacted August 28, 1965.

It provides that each State should have by December 31, 1967, a highway safety program in accordance with uniform standards approved by the Secretary of Commerce. The development of these standards is well advanced. An advisory committee with representation from national organizations of State highway, motor vehicle, and enforcement officials was created. Meetings have been held and views and recommendations have been obtained. Drafts of the standards are now under preparation. The present schedule calls for issuance of the standards in the early autumn of this year.

Work is progressing in the Bureau of Public Roads toward preparation of the report to Congress in January 1968 on the future highway needs of the Nation, as called for in Senate Joint Resolution 81.

For the purposes of this study the State highway departments have already supplied the Bureau of Public Roads with information of present and anticipated future use of all roads and streets, and their estimates of the cost of correcting the present inadequacies and providing for future traffic growth.

These estimates will be carefully reviewed, and consideration given to the effect on them of the potential impact of improvement in other modes of transport and changing highway transport technology. An essential next step in the Bureau's study is a careful review of the functional use, that is arterial, collector or land service, of all road and streets to serve as a basis of appraisal of how well the present Federal-aid systems—interstate, primary, and secondary—conform to the functions they should perform.

The program for financing the Interstate System through September 30, 1972, as authorized by existing legislation is shown in figure 1.

The authorizations in this program total \$37.1 billion which is \$4.9 billion short of the Federal share of the cost of completing the system as reported in the 1965 estimate. Funds totaling \$25.215 billion for fiscal years through 1967 have been apportioned to the States and apportionments of \$3 billion for each of the fiscal years 1968, 1969, and 1970, and \$2.885 billion for fiscal year 1971 are presently authorized.

In addition to the total \$37.1 billion of interstate apportionments, the program under existing legislation is projected to provide apportionments for the ABC program and estimated allocations for the emergency relief program through September 30, 1972.

Estimated annual apportionments, disbursements, revenues, and trust fund balances for the program to be financed from the highway trust fund under existing legislation are shown in table 8. Amounts are included for "other" programs to cover estimated requirements of \$30 million annually for emergency relief of Federal-aid highways damaged by floods or other disasters which would continue to be financed from the highway trust fund.

Table 9 shows each State's approximate share of the 1968 Interstate funds under existing legislation plus \$1 billion of ABC funds.

The program for completion of the Interstate System under proposed legislation is shown in figure 2.

Interstate apportionments under this proposed program total \$42 billion, including \$3.3 billion for the fiscal year 1968, \$3.6 billion for each of the fiscal years 1969, 1970, and 1971, and \$2.685 billion for fiscal year 1972. Approximate apportionments by State for fiscal years 1968 and 1969 are shown in tables 10 and 11, respectively.

Estimated annual apportionments, disbursements, revenues and trust fund balances for the program to be financed from the highway trust fund under proposed legislation are shown in table 12.

With respect to the cost estimate, section 3 of the pending bill authorizes the Secretary of Commerce to apportion Interstate funds authorized for the fiscal years 1968 and 1969, based on the apportionment factors contained in table 5 of House Document No. 42. These factors, which were developed from the 1965 cost estimate data, are to be used for apportioning Interstate funds for those years, as provided in section 104(b)(5), title 23 of the United States Code. Under this section, the Interstate System cost estimate is revised periodically on the basis of standards approved by the Secretary in cooperation with the State highway departments and applied uniformly throughout the States. The next cost estimate is to be submitted to the Congress in January 1968 for use in apportioning Interstate funds for the fiscal year 1970.

Senate Joint Resolution 81 authorized the apportionment of Interstate funds for the fiscal year 1967 using the apportionment factors as contained in table 5 of the House document. The apportionment of the 1967 Interstate funds was made on August 30, 1965.

The Department's statement to the subcommittee last year went into considerable detail as to the manner of developing the cost estimate. However, it may be helpful if I briefly touch on the matter again.

The Bureau of Public Roads, in cooperation with the State highway departments, prepared an instructional manual for use in preparing the estimate of the cost of completing the Interstate System. The manual, which was furnished to the State highway departments in January 1964, provided the geometric design standards; a suggested method of forecasting traffic; and procedures for preparation, assembly and submission of the cost estimate. Meetings were held to review the manual with the representatives of the State highway departments and the Bureau of Public Roads field offices to assure its uniform interpretation. Interpretative directives were also issued by the Bureau from time to time and repeated meetings were held as the work progressed.

This interpretation on a national basis, together with close and continuing liaison between all concerned, provided for the uniformity of application of the estimate regulations required by law.

We believe the estimate to be sound and a proper reflection of the then existing relative needs of the several States to complete an Interstate System providing adequately for the capacity and safety needs of the future. It presents no broad commitment, of course, for each project is examined in detail when actual construction plans are presented to the Bureau of Public Roads for review.

The 1965 cost estimate reported an increase of \$5.8 billion over the estimate submitted to Congress in 1961.

An estimated \$3.6 billion of the cost increase results from system additions and adjustments made during the period between the two estimates; the change in the applicable design year from 1975 to standards adequate to handle the traffic forecast for 20 years from the date of project approval; additional interchanges and grade separation structures to provide improved service to highway users, largely because of increased traffic demands associated with the availability of large portions of the Interstate System; added traffic lanes required to meet the demands of increased traffic volumes, other than lanes added as a result of the change in the design year; wider shoulders on bridges in the interest of safety of operations; heavier design of highway pavement, based on the AASHO road test, so as to lengthen the serviceable life of the pavements; changes and additions in a variety of highway elements based on information and knowledge developed to a greater extent than that available at the time of the 1961 estimate. These include changes in excavation, embankment, drainage structures, utility adjustments, roadside improvements, signs, and other items not identified in previous categories.

Nearly \$2 billion of the \$5.8 billion increased costs are in the categories of right-of-way, preliminary engineering, and construction costs due to change in unit prices since the last estimate.

As you know, the apportionment of 1967 Interstate funds, which was made in August 1965, was the last apportionment authorized by Congress. The apportionments of 1968 Interstate funds, which should be made later this year and of 1969 Interstate funds next year cannot be made without further action by the Congress.

I, therefore, join the Under Secretary in recommending favorable consideration of the pending bill.

(The charts and tables follow:)

FIGURE 1

COMPLETION OF INTERSTATE SYSTEM IN 1972 PURSUANT TO EXISTING LEGISLATION

BILLIONS OF DOLLARS

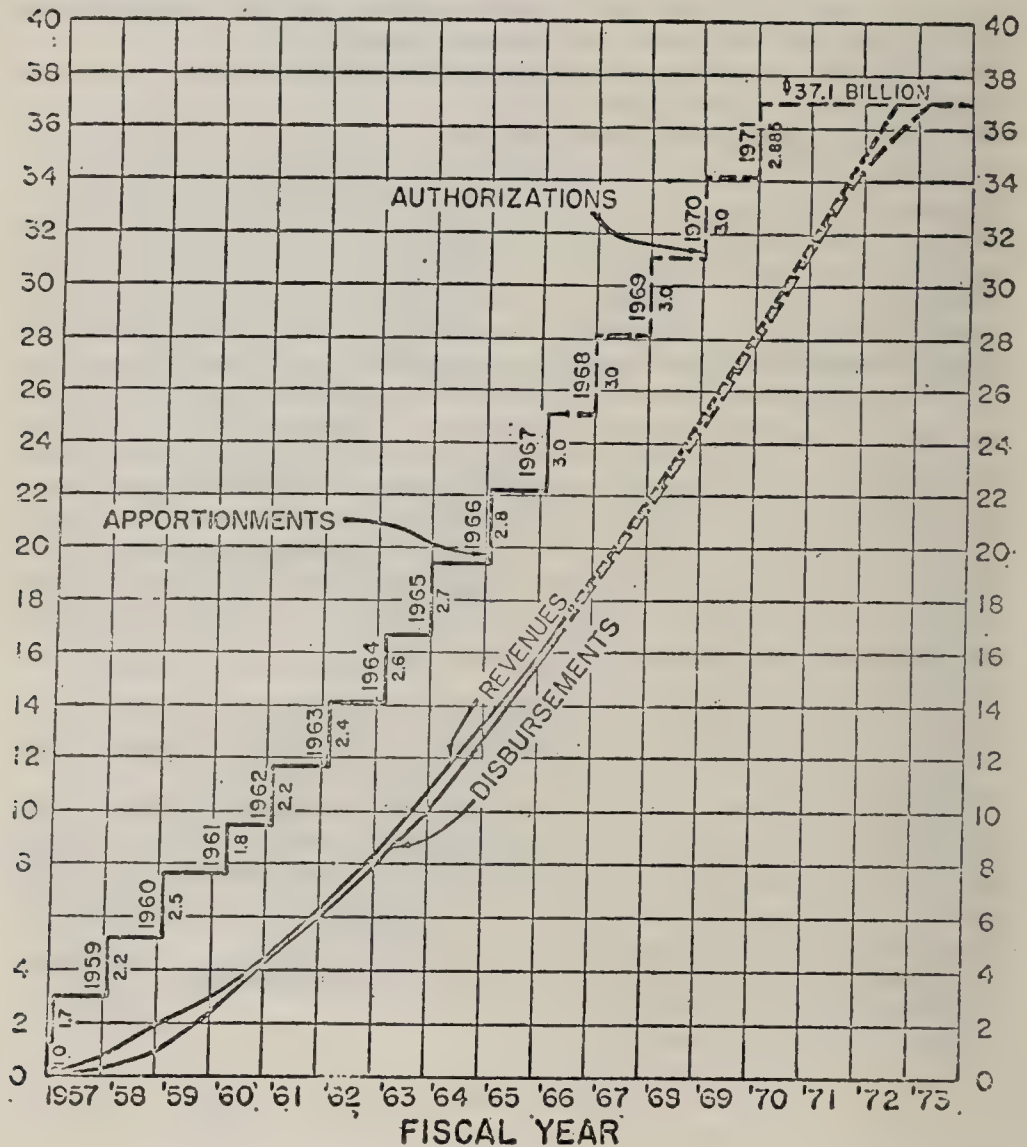


FIGURE 2

COMPLETION OF INTERSTATE SYSTEM IN 1973 PURSUANT TO PROPOSED LEGISLATION

BILLIONS OF DOLLARS

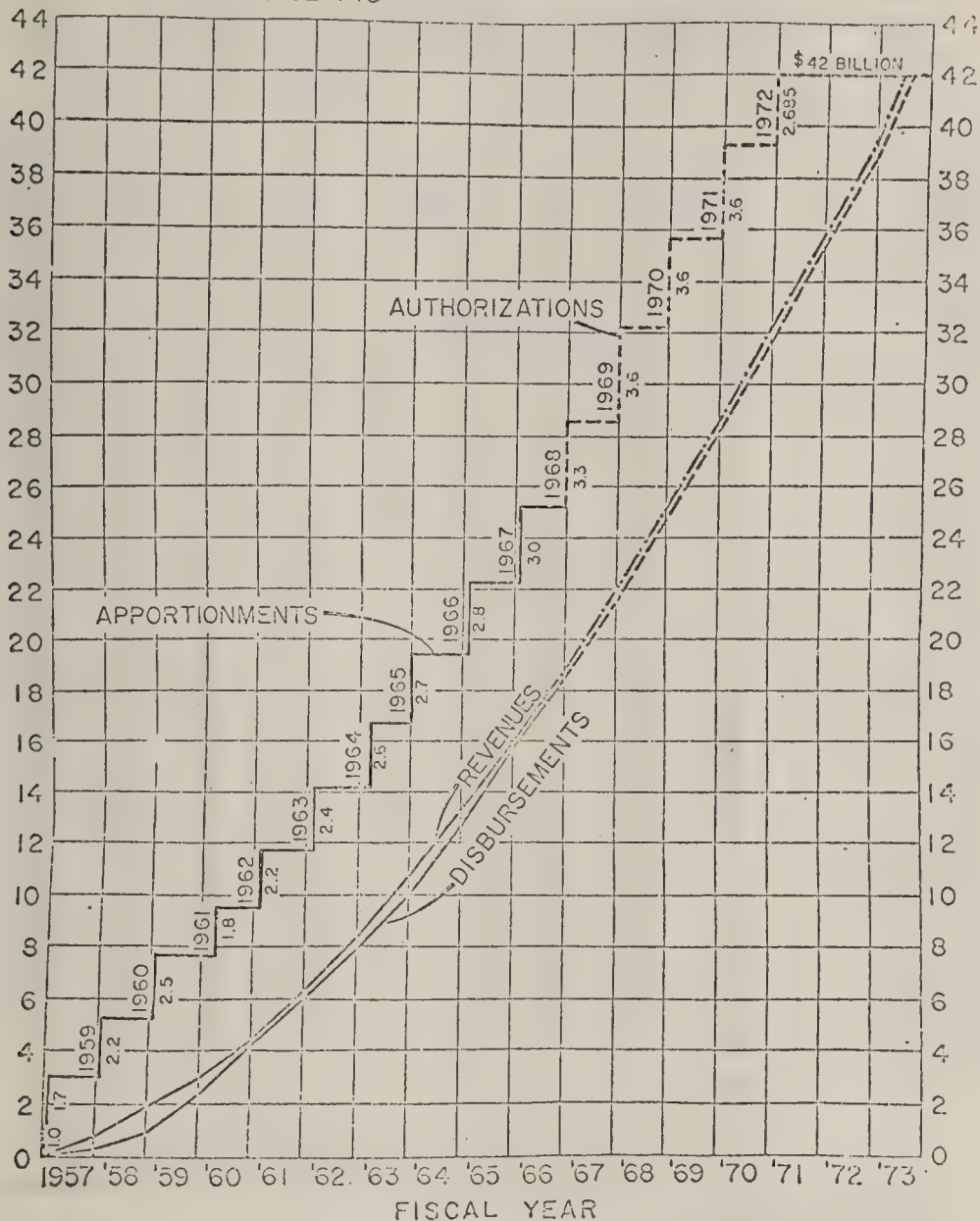


TABLE 1.—*The National System of Interstate and Defense Highways—Improvement status of system mileage as of Mar. 31, 1966*

State	Preliminary status or not yet in progress ¹	Work in progress			Toll facilities	Open to traffic ²			Total designated system mileage
		Engineering or right-of-way	Under construction	Total under-way		Improved to standards adequate for present traffic	Completed to full or acceptable standards	Total open to traffic	
Alabama.....	62.3	225.0	240.6	465.6	-----	90.5	261.5	352.0	879.9
Arizona.....	36.8	268.5	183.5	452.0	-----	315.8	361.5	677.3	1,166.1
Arkansas.....	13.7	110.4	176.9	287.3	-----	2.8	216.6	219.4	520.4
California.....	-----	811.0	342.3	1,153.3	10.2	354.5	647.1	1,011.8	2,165.1
Colorado.....	162.0	165.1	102.1	267.2	-----	155.9	360.8	516.7	945.9
Connecticut.....	3.6	29.7	9.4	39.1	13.8	47.0	192.1	252.9	295.6
Delaware.....	-----	10.6	15.4	26.0	11.9	0.9	1.8	14.6	40.6
Florida.....	269.7	199.8	206.1	405.9	46.5	-----	429.3	475.8	1,151.4
Georgia.....	3.2	418.5	262.4	680.9	-----	9.1	412.6	421.7	1,105.8
Hawaii.....	11.4	28.4	6.4	34.8	-----	1.6	3.8	5.4	51.6
Idaho.....	29.3	186.2	66.2	252.4	-----	53.6	273.1	326.7	608.4
Illinois.....	52.1	584.0	109.7	693.7	156.0	145.9	580.9	882.8	1,628.6
Indiana.....	-----	381.4	176.9	558.3	156.9	41.1	358.5	556.5	1,114.8
Iowa.....	81.6	177.1	76.9	254.0	0.6	4.7	368.2	373.5	709.1
Kansas.....	0.8	161.6	69.5	231.1	186.6	8.5	372.0	567.1	799.0
Kentucky.....	4.6	287.3	130.2	417.5	39.2	11.3	260.5	311.0	733.1
Louisiana.....	21.4	262.3	168.4	430.7	-----	6.3	212.3	218.6	670.7
Maine.....	1.7	51.2	70.6	121.8	59.2	3.6	125.7	188.5	312.0
Maryland.....	19.2	55.3	28.3	83.6	53.0	93.8	104.6	251.4	354.2
Massachusetts.....	4.4	77.9	56.0	133.9	134.4	27.3	151.1	312.8	451.1
Michigan.....	12.0	202.3	77.8	280.1	4.8	46.2	738.4	789.4	1,081.5
Minnesota.....	-----	439.7	195.0	634.7	-----	48.4	220.8	269.2	903.9
Mississippi.....	-----	139.0	228.7	367.7	-----	31.9	278.4	310.3	678.0
Missouri.....	12.9	314.0	83.1	397.1	0.3	167.8	541.2	709.3	1,119.3
Montana.....	131.8	516.4	127.7	644.1	-----	36.2	373.3	409.5	1,185.4
Nebraska.....	-----	179.0	58.1	237.1	-----	12.9	228.1	241.0	478.1
Nevada.....	-----	177.8	93.7	271.5	-----	5.4	257.7	263.1	534.6
New Hampshire.....	41.4	19.9	17.1	37.0	22.0	8.8	105.3	136.1	214.5
New Jersey.....	69.5	107.9	44.3	152.2	46.3	49.3	56.0	151.6	373.3
New Mexico.....	93.4	322.4	63.9	386.3	-----	88.3	434.6	522.9	1,002.6
New York.....	34.4	106.0	156.9	262.9	492.5	70.4	365.2	928.1	1,225.4
North Carolina.....	19.2	259.0	100.5	359.5	-----	35.6	356.0	391.6	770.3
North Dakota.....	78.8	97.1	68.3	165.4	-----	21.3	305.1	326.4	570.6
Ohio.....	21.3	343.0	219.4	562.4	206.1	49.6	688.4	944.1	1,527.8
Oklahoma.....	-----	206.4	23.8	230.2	174.1	53.5	340.1	567.7	797.9
Oregon.....	48.8	48.3	2.3	650.6	0.4	185.7	445.4	631.5	730.9
Pennsylvania.....	41.9	355.8	257.6	13.4	360.2	2.2	562.0	924.4	1,579.7
Rhode Island.....	-----	28.6	10.7	39.3	-----	8.7	22.8	31.5	70.8
South Carolina.....	-----	158.8	176.0	334.8	-----	12.9	333.3	346.2	681.0
South Dakota.....	-----	247.6	96.5	344.1	-----	58.8	276.3	355.1	679.2
Tennessee.....	15.0	364.4	247.1	611.5	-----	126.5	297.9	424.4	1,050.9
Texas.....	210.2	751.3	415.3	1,166.6	-----	287.0	1,360.0	1,647.0	3,023.8
Utah.....	241.1	342.4	158.3	500.7	-----	42.6	150.1	192.7	934.5
Vermont.....	-----	174.5	37.4	211.9	-----	-----	109.3	109.3	321.2
Virginia.....	22.7	368.8	163.0	531.8	43.5	59.6	401.5	504.6	1,059.1
Washington.....	81.0	172.6	71.0	243.6	.3	204.8	196.1	401.2	725.8
West Virginia.....	181.1	82.2	67.7	149.9	86.2	.3	100.2	186.7	517.7
Wisconsin.....	.9	100.1	52.2	152.3	-----	24.3	281.1	305.4	453.6
Wyoming.....	234.3	81.4	91.6	173.0	-----	35.8	468.8	504.6	911.9
District of Columbia.....	14.1	-----	-----	-----	-----	-----	-----	-----	29.8
Pending.....	³ 58.5	4.7	.7	5.4	-----	2.9	7.4	10.3	³ 58.3
Total.....	⁴ 2,442.1	⁵ 11,202.7	⁶ 5,903.51	⁷ 7,106.2	⁸ 72,305.0	⁹ 3,151.9	⁹ 15,994.82	⁹ 1,451.74	1,000.0

¹ Public hearings have been held on route location, and location studies are underway on many portions of the mileage in this column.

² Total open to traffic, 53 percent.

³ Consists of mileage which has not been assigned to any specific route and is a reserve for final measurement of the system.

⁴ Preliminary status or not yet in progress, 6 percent.

⁵ Engineering or right-of-way in progress, 27 percent.

⁶ Under construction, 14 percent.

⁷ Toll facilities, 6 percent.

⁸ Adequate present traffic, 8 percent.

⁹ Completed to full or acceptable standards, 39 percent.

TABLE 2.—*Interstate System authorizations through Apr. 30, 1966*

[Dollar amounts in millions]

Item	Total cost of work authorized				
	Actual through Apr. 30, 1966		Estimated remaining work as of Apr. 30, 1966		Total Interstate System costs per 1965 estimate
	Amount	Percent of total item costs	Amount	Percent of total item costs	
Preliminary engineering-----	\$1,088	81	\$257	19	\$1,345
Right-of-way-----	5,066	69	2,289	31	7,355
Construction-----	19,483	53	17,131	47	36,614
Subtotal-----	25,637	57	19,677	43	45,314
State highway planning and research-----					640
Public Roads administration and research-----					511
Contingencies-----					335
Total-----					46,800

Michigan.....	187.3	165.5	158.0	142.2	345.3	307.7	529.6	457.2	141.6	120.1	671.2	577.3
Minnesota.....	150.9	136.6	162.6	146.4	313.5	283.0	227.9	202.3	52.3	46.0	280.2	248.3
Mississippi.....	83.1	75.2	26.8	23.9	109.9	99.1	202.0	180.0	17.0	14.5	219.0	194.5
Missouri.....	110.4	99.2	125.0	110.9	235.4	210.1	414.8	370.6	63.2	56.7	478.0	427.3
Montana.....	78.0	79.9	27.2	24.6	114.2	104.5	129.4	117.2	20.5	18.5	149.9	135.7
Nebraska.....	33.1	29.8	26.0	26.0	61.9	55.8	124.6	111.2	19.7	17.5	144.3	128.5
Nevada.....	36.5	34.5	37.6	35.7	74.1	70.2	79.8	75.0	6.1	5.4	85.9	80.4
New Hampshire.....	24.0	21.4	3	2.8	27.1	24.2	90.6	78.6	12.3	10.6	102.9	89.2
New Jersey.....	150.6	134.3	198.3	175.7	348.9	310.0	249.6	221.9	30.0	25.6	279.6	247.5
New Mexico.....	60.1	55.5	24.0	22.0	84.1	77.5	187.1	172.0	20.0	17.5	207.1	189.5
New York.....	319.5	284.9	84.6	76.0	404.1	360.9	848.5	712.5	224.6	191.2	1,073.1	903.7
North Carolina.....	71.2	63.7	34.2	30.8	105.4	94.5	168.7	146.8	25.8	22.4	1,194.5	1,034.7
North Dakota.....	27.1	24.6	8.0	7.2	35.1	31.8	118.9	107.1	5.5	4.7	124.4	111.8
Ohio.....	345.9	307.3	107.3	94.6	453.2	401.9	829.2	722.9	349.6	311.8	1,178.8	1,034.7
Oklahoma.....	48.7	43.7	64.3	57.9	113.0	101.6	200.2	175.0	14.4	12.6	214.6	187.6
Oregon.....	80.7	74.1	70.9	65.1	151.6	139.2	292.5	251.0	8.9	7.6	301.4	288.6
Pennsylvania.....	308.0	275.2	143.2	128.3	451.2	403.5	612.8	537.3	107.9	96.1	720.7	633.4
Rhode Island.....			47.8	42.4	47.8	42.4	63.3	54.7	13.0	11.5	76.3	66.2
South Carolina.....	73.0	65.9	6.6	5.9	79.6	71.8	143.4	127.1	28.4	25.2	171.8	152.3
South Dakota.....	39.3	35.8	3.4	3.1	42.7	38.9	140.6	126.1	12.1	10.9	152.7	137.0
Tennessee.....	128.8	115.9	136.7	121.5	265.5	237.4	391.8	352.2	16.9	13.3	408.7	365.5
Texas.....	332.8	297.8	10.0	9.0	342.8	306.8	747.1	659.8	232.5	209.1	979.6	968.9
Utah.....	94.7	90.1	54.9	52.1	149.6	142.2	125.7	117.7	22.7	21.0	148.4	138.7
Vermont.....	31.6	28.3	10.9	9.8	42.5	38.1	126.2	112.1	14.1	11.8	140.3	123.9
Virginia.....	220.8	198.9	162.8	146.4	383.6	345.3	393.0	349.5	49.9	44.2	442.9	383.7
Washington.....	119.0	108.3	45.7	41.4	165.2	149.7	236.6	201.0	98.7	87.2	335.3	288.2
West Virginia.....	159.0	142.9	66.3	59.2	225.3	202.1	123.4	109.9	20.7	17.9	144.1	127.8
Wisconsin.....	53.1	46.3	28.1	24.0	81.2	70.3	214.7	189.7	45.8	39.6	260.5	229.3
Wyoming.....	40.7	37.8	11.6	10.8	52.3	48.6	186.5	171.9	9.0	8.2	195.3	180.1
District of Columbia.....	17.1	16.6	51.2	46.0	68.3	62.6	107.2	94.4	29.4	25.6	136.6	120.0
Puerto Rico.....												
Total.....	5,677.1	5,103.9	3,904.1	3,457.1	9,581.2	8,561.0	13,839.1	12,156.9	2,433.4	2,133.3	16,272.5	14,290.2

	50.4	25.1	54.5	37.3	18.6	87.7	43.7	255.0	125.1	348.6	28.2	13.9	283.2	139.0
Massachusetts.....	122.3	59.7	809.2	33.3	16.7	155.6	76.4	597.8	290.0	7,665.8	21.8	10.2	619.6	300.2
Michigan.....	95.8	47.3	1,309.2	13.8	7.0	109.6	54.3	380.4	196.5	12,153.5	9.6	4.9	390.0	201.4
Minnesota.....	43.4	22.1	612.9	27.5	5.5	90.5	27.6	246.3	121.0	9,335.9	26.1	13.1	272.4	134.1
Mississippi.....	63.0	31.2	264.6	27.5	13.9	90.5	45.1	387.9	198.7	6,228.9	73.7	36.0	461.6	234.7
Missouri.....	35.2	20.2	366.6	6.7	3.8	41.2	24.0	204.3	124.5	3,770.6	22.8	12.8	227.1	131.3
Montana.....	37.4	19.6	765.2	5.8	3.0	43.2	22.6	266.1	137.8	6,508.2	23.9	11.9	290.0	147.7
Nebraska.....	12.2	10.8	144.0	9.8	8.8	22.0	19.6	86.1	72.6	1,529.2	7.3	5.8	93.4	78.4
Nevada.....	11.5	5.7	34.5	77.1	36.6	11.6	9.7	79.8	39.6	368.6	2.9	1.4	82.7	41.0
New Hampshire.....	48.6	23.7	65.9	77.1	36.6	125.7	60.3	218.5	109.5	413.5	15.3	7.7	233.8	117.2
New Jersey.....	24.7	16.8	195.5	3.9	2.6	28.6	19.4	155.7	100.8	1,999.6	14.4	8.6	170.1	109.4
New Mexico.....	305.8	137.7	318.2	10.8	5.4	316.6	143.1	1,215.8	574.8	2,972.6	16.8	8.6	582.6	287.7
New York.....	78.0	39.4	326.5	42.8	21.4	120.8	60.8	331.2	166.8	4,465.4	57.4	28.7	388.6	195.5
North Carolina.....	26.7	13.8	1,066.7	1.1	.6	27.8	14.4	186.4	95.1	10,870.8	10.9	5.5	197.3	100.6
North Dakota.....	127.7	64.9	261.7	1.1	2.7	133.1	67.6	595.9	316.3	2,333.4	67.7	43.6	683.6	359.9
Ohio.....	42.8	21.6	474.3	5.4	3.5	49.9	25.1	339.2	170.6	5,233.8	12.9	6.3	352.1	176.9
Oklahoma.....	30.7	14.9	61.1	13.4	8.3	44.1	22.6	206.9	121.2	1,940.6	11.2	6.5	218.1	127.7
Oregon.....	174.4	85.8	241.5	40.0	20.0	214.4	105.8	689.5	341.8	1,789.6	57.1	28.6	746.6	370.4
Pennsylvania.....	14.8	7.3	25.6	20.9	10.3	35.7	17.6	72.8	36.4	203.9	9.3	4.6	82.1	41.0
Rhode Island.....	68.2	32.5	1,240.0	1.3	.6	69.5	33.1	189.5	109.1	5,628.9	20.0	10.0	209.5	106.2
South Carolina.....	25.7	14.2	656.6	1.3	.3	26.3	14.5	195.5	156.3	7,609.0	2.8	1.6	199.3	110.7
South Dakota.....	59.8	29.9	538.2	39.6	19.8	99.4	49.7	309.2	156.3	5,966.1	21.3	9.1	330.5	165.4
Tennessee.....	140.1	73.4	1,221.5	6.5	5.0	140.1	73.4	984.7	507.9	15,692.0	4.8	2.6	989.5	510.5
Texas.....	17.7	13.6	37.8	2.1	1.0	24.2	18.8	111.3	78.5	1,337.6	8.6	5.9	119.9	84.4
Utah.....	11.4	5.6	38.3	13.9	7.0	13.5	6.6	66.9	33.5	450.5	8.6	3.9	75.5	37.4
Vermont.....	62.5	32.1	248.1	2.1	1.0	76.4	39.1	297.7	149.3	3,303.9	37.1	17.8	334.8	167.1
Virginia.....	45.6	21.8	226.6	10.8	5.5	56.4	27.3	273.1	132.6	3,273.0	16.0	8.8	289.1	141.4
West Virginia.....	71.8	36.1	133.2	33.7	16.9	105.5	53.0	107.9	53.6	876.9	22.6	11.2	130.5	64.8
Wisconsin.....	47.9	24.1	394.2	15.9	7.9	63.8	32.0	359.1	178.5	5,482.1	44.9	21.8	404.0	200.3
Wyoming.....	15.2	9.7	126.4	2.7	1.8	17.9	11.5	126.0	83.9	1,941.3	4.9	3.3	130.9	86.8
District of Columbia.....	14.5	12.1	3.1	6.7	3.4	21.2	15.5	78.1	39.2	58.4	6.3	2.8	84.4	42.0
Puerto Rico.....	38.3	18.8	62.1	2.2	1.1	40.5	19.9	96.9	43.9	248.2	24.7	10.3	121.6	54.2
Total.....	3,062.2	1,591.7	19,800.0	786.0	402.8	3,848.2	1,994.5	15,333.7	7,977.8	197,845.6	1,065.5	541.3	16,399.2	8,519.1

TABLE 5.—*Highway Beautification Act of 1965—Status of funds appropriated for fiscal year 1966 allocated to States for outdoor advertising and junkyard control, as of Apr. 30, 1966*

State	Outdoor advertising control			Junkyard control			Total		
	Allocated to States ¹	Obligated to projects	Unobligated balance of allocations	Allocated to States ¹	Obligated to projects	Unobligated balance of allocations	Allocated to States ¹	Obligated to projects	Unobligated balance of allocations
Alabama.....	\$72,778	\$72,778	-----	\$115,540	\$71,022	\$44,518	\$188,318	\$143,800	\$44,518
Alaska.....	7,500	7,500	-----	-----	-----	-----	7,500	7,500	-----
Arizona.....	35,189	35,189	-----	29,468	29,468	-----	64,657	64,657	-----
Arkansas.....	19,275	19,275	-----	4,000	4,000	-----	23,275	23,275	-----
California.....	106,117	22,500	\$83,617	70,423	28,575	41,848	176,540	51,075	125,465
Colorado.....	30,000	30,000	-----	79,500	13,125	66,375	109,500	43,125	66,375
Connecticut.....	16,075	15,000	1,075	92,299	16,981	75,318	108,374	31,981	76,393
Delaware.....	4,500	4,500	-----	-----	-----	-----	4,500	4,500	-----
Florida.....	60,171	60,171	-----	61,765	61,765	-----	121,936	121,936	-----
Georgia.....	75,000	75,000	-----	676,830	1,827	675,003	751,830	76,827	675,003
Hawaii.....	6,000	6,000	-----	15,000	-----	15,000	21,000	6,000	15,000
Idaho.....	36,730	7,500	29,230	22,808	1,425	21,383	59,538	8,925	50,613
Illinois.....	121,653	121,653	-----	95,895	95,895	-----	217,548	217,548	-----
Indiana.....	37,500	37,500	-----	22,500	22,500	-----	60,000	60,000	-----
Iowa.....	106,204	111,204	85,000	67,259	67,259	-----	263,463	178,463	85,000
Kansas.....	86,144	86,144	-----	51,610	19,997	31,613	137,754	106,141	31,613
Kentucky.....	50,449	50,449	-----	57,603	57,603	-----	108,052	108,052	-----
Louisiana.....	4,125	4,125	-----	375	375	-----	4,500	4,500	-----
Maine.....	21,635	21,635	-----	74,648	16,648	58,000	96,283	38,283	58,000
Maryland.....	7,763	7,763	-----	42,453	3,188	39,265	50,216	10,951	39,265
Massachusetts.....	25,654	25,654	-----	31,299	31,299	-----	56,953	56,953	-----
Michigan.....	77,689	77,689	-----	37,425	37,425	-----	115,114	115,114	-----
Minnesota.....	156,000	90,000	66,000	257,500	22,500	235,000	413,500	112,500	301,000

Mississippi.....	64,632	15,750	48,902	68,753	15,750	53,008	133,410	31,500	101,910
Missouri.....	97,870	97,870	-----	87,071	47,305	39,766	184,941	145,175	39,766
Montana.....	20,729	14,062	6,667	8,020	4,887	3,333	28,749	18,749	10,000
Nebraska.....	7,500	7,500	-----	15,000	3,750	11,250	22,500	11,250	11,250
Nevada.....	24,377	24,377	-----	15,000	3,750	11,250	39,377	28,127	11,250
New Hampshire.....	15,000	15,000	-----	27,467	15,000	12,467	42,467	30,000	12,467
New Jersey.....	15,000	15,000	-----	21,143	15,000	21,143	36,143	15,000	21,143
New Mexico.....	60,625	33,750	26,875	56,105	60,000	41,105	116,730	48,750	67,980
New York.....	138,917	120,000	18,917	124,363	124,363	64,363	263,280	180,000	83,280
North Carolina.....	26,250	26,250	-----	156,563	12,575	143,988	182,813	38,825	143,988
North Dakota.....	37,500	37,500	-----	35,128	-----	35,128	72,628	37,500	35,128
Ohio.....	52,000	52,000	-----	151,725	-----	151,725	203,725	52,000	151,725
Oklahoma.....	90,020	90,020	-----	-----	-----	-----	90,020	90,020	-----
Oregon.....	82,565	45,065	37,500	39,750	7,650	32,100	122,315	52,715	69,600
Pennsylvania.....	45,000	45,000	-----	67,500	67,500	-----	112,500	112,500	-----
Rhode Island.....	15,000	10,710	4,290	15,000	4,590	10,410	30,000	15,300	14,700
South Carolina.....	9,000	9,000	-----	77,082	3,900	73,182	86,082	12,900	73,182
South Dakota.....	66,579	66,579	-----	32,980	17,980	15,000	99,559	84,559	15,000
Tennessee.....	-----	-----	-----	30,000	30,000	-----	30,000	30,000	-----
Texas.....	54,000	54,000	-----	23,220	22,825	395	77,220	76,825	395
Utah.....	26,006	26,006	-----	40,000	15,000	25,000	66,006	41,006	25,000
Vermont.....	18,200	18,200	-----	45,000	7,875	37,125	63,200	26,075	37,125
Virginia.....	162,384	38,250	-----	23,009	2,655	20,354	185,393	40,905	144,488
Washington.....	20,925	20,925	124,134	33,646	18,646	15,000	54,371	39,571	15,000
West Virginia.....	19,125	19,125	-----	23,474	14,625	8,849	42,599	33,750	8,849
Wisconsin.....	37,500	37,500	-----	72,753	-----	72,753	110,253	37,500	72,753
Wyoming.....	42,918	42,918	-----	18,500	7,250	11,250	61,418	50,168	11,250
District of Columbia.....	3,750	3,750	-----	-----	-----	-----	3,750	3,750	-----
Puerto Rico.....	7,500	7,500	-----	50,000	-----	50,000	57,500	7,500	50,000
Subtotal.....	2,515,043	1,982,836	532,207	3,264,457	1,001,190	2,263,267	5,779,500	2,984,026	2,795,474
Reserved.....	-----	-----	-----	-----	-----	-----	4,220,500	-----	4,220,500
Total.....	-----	-----	-----	-----	-----	-----	10,000,000	-----	7,015,974

¹ Allocated on the basis of need.

TABLE 6.—*Highway Beautification Act of 1965—status of funds appropriated for fiscal year 1966 and allocated to States for landscaping and scenic enhancement, as of Apr. 30, 1966*

State	Allocated to States ¹	Obligated to projects	Unobligated balance of allocations
Alabama.....	\$1, 228, 076	\$390, 900	\$837, 176
Alaska.....	645, 686	123, 511	522, 175
Arizona.....	827, 070	53, 935	773, 135
Arkansas.....	677, 342	462, 430	214, 912
California.....	5, 213, 215	2, 314, 550	2, 898, 665
Colorado.....	830, 995	497, 838	333, 157
Connecticut.....	767, 597	463, 835	303, 762
Delaware.....	234, 642	19, 500	215, 142
Florida.....	1, 282, 311	204, 932	1, 077, 379
Georgia.....	1, 189, 533	137, 269	1, 052, 264
Hawaii.....	424, 674	424, 674	-----
Idaho.....	354, 469	128, 800	225, 669
Illinois.....	2, 996, 255	472, 745	2, 523, 510
Indiana.....	1, 466, 004	141, 655	1, 324, 349
Iowa.....	896, 792	481, 925	414, 867
Kansas.....	658, 352	330, 783	327, 569
Kentucky.....	1, 171, 840	129, 852	1, 041, 988
Louisiana.....	1, 540, 340	-----	1, 540, 340
Maine.....	317, 237	151, 521	165, 716
Maryland.....	1, 002, 691	53, 255	949, 436
Massachusetts.....	1, 217, 097	325, 616	891, 481
Michigan.....	2, 274, 830	282, 550	1, 992, 280
Minnesota.....	1, 535, 364	295, 400	1, 239, 964
Mississippi.....	781, 440	60, 440	721, 000
Missouri.....	1, 562, 123	318, 618	1, 243, 505
Montana.....	647, 302	647, 290	12
Nebraska.....	505, 799	-----	505, 799
Nevada.....	363, 704	166, 990	196, 714
New Hampshire.....	270, 085	206, 190	63, 895
New Jersey.....	1, 464, 137	33, 640	1, 430, 497
New Mexico.....	647, 730	219, 275	428, 455
New York.....	3, 030, 484	551, 850	2, 478, 634
North Carolina.....	739, 719	27, 700	712, 019
North Dakota.....	367, 035	121, 340	245, 695
Ohio.....	3, 661, 784	21, 500	3, 640, 284
Oklahoma.....	829, 711	176, 800	652, 911
Oregon.....	996, 092	977, 646	18, 446
Pennsylvania.....	2, 674, 263	-----	2, 674, 263
Rhode Island.....	247, 769	-----	247, 769
South Carolina.....	589, 009	79, 500	509, 509
South Dakota.....	473, 667	7, 500	466, 167
Tennessee.....	1, 448, 571	45, 700	1, 402, 871
Texas.....	2, 956, 859	346, 600	2, 610, 259
Utah.....	791, 542	73, 822	717, 720
Vermont.....	371, 650	48, 685	322, 965
Virginia.....	1, 668, 029	686, 746	981, 283
Washington.....	1, 178, 213	10, 800	1, 167, 413
West Virginia.....	829, 981	161, 000	668, 981
Wisconsin.....	751, 151	81, 500	669, 651
Wyoming.....	567, 624	145, 117	422, 507
District of Columbia.....	726, 304	696, 038	30, 266
Puerto Rico.....	105, 811	-----	105, 811
Total.....	60, 000, 000	13, 799, 763	46, 200, 237

¹ Allocated to States in proportion to 1966 apportionment of Federal-aid ABC and interstate highway funds combined.

U.S. DEPARTMENT OF COMMERCE, BUREAU OF PUBLIC ROADS

Status of funds authorized under the Appalachian Regional Development Act of 1965 as of Apr. 30, 1966

PROJECTS FOR DEVELOPMENTAL ROADS CONSTRUCTION (APPN. 638)

State	Ceiling limitation	Programmed only	Obligated				Balances available	
			Authorized not underway	Underway	Completed	Total	For programming new projects	For obligation (includes programmed only)
Alabama.....	\$11,000,000	\$126,800		\$2,926,700		\$2,926,700	\$7,946,500	\$8,073,300
Georgia.....	32,000,000	162,346	\$3,469,934	6,968,895		10,438,829	21,398,825	21,561,171
Kentucky.....	12,000,000	5,043,500	429,176	4,324,670		4,753,846	7,246,154	7,246,154
Maryland.....	10,000,000						10,000,000	10,000,000
New York.....	10,000,000						10,000,000	10,000,000
North Carolina.....	10,000,000	1,576,750		4,588,470		4,588,470	3,884,780	3,411,530
Ohio.....	10,000,000	4,711,700		1,017,415		1,017,415	4,270,885	8,982,585
Pennsylvania.....	10,000,000			4,595,640		4,595,640	5,404,360	5,404,360
South Carolina.....								
Tennessee.....	10,000,000	3,160,850	1,657,273	3,052,185		4,709,453	2,129,692	5,290,542
Virginia.....	31,000,000	8,411,830	853,512	8,864,058		9,737,570	12,850,600	21,262,430
West Virginia.....	22,000,000	1,085,743		5,835,287		5,835,287	15,078,970	16,104,713
Total.....	158,000,000	24,279,519	6,409,895	42,193,320		48,603,215	85,117,266	109,396,785

PROJECTS FOR LOCAL ACCESS ROADS CONSTRUCTION (APPN. 639)

[illegible]

TABLE 8.—Highway trust fund—Federal highway programs financed pursuant to existing legislation

[Expenditure programs: Interstate, \$37,100,000,000; A-B-C and emergency relief. Revenues: Present sources]

[In millions of dollars]

Fiscal year	Apportionment				Obligations	Disbursements	Revenues	Balance
	Date	Interstate	A-B-C and other	Total				
Balance ¹	June 30, 1956	315	1,665	1,980	1,160			
1957.....	June 29, 1956	1,000	129	1,129	2,227	966	1,482	516
1958.....	Aug. 1, 1956	1,700	859	2,559	2,945	1,511	2,044	1,049
1959.....	Aug. 1, 1957	2,200	1,380	3,580	3,509	2,613	2,087	523
1960.....	Aug. 1, 1958	2,500	906	3,406	2,610	2,940	2,536	119
1961.....	Oct. 8, 1959	1,800	878	2,678	3,187	2,619	2,799	299
1962.....	Aug. 1, 1960	2,200	883	3,083	3,034	2,784	2,956	471
1963.....	Aug. 17, 1961	2,400	929	3,329	3,927	3,017	3,293	747
1964.....	Sept. 21, 1962	2,600	974	3,574	4,165	3,645	3,539	641
1965.....	July 8, 1963	2,700	1,057	3,757	4,022	4,026	3,679	285
1966.....	Aug. 18, 1964	2,800	1,040	3,840	² 3,940	² 3,970	² 3,864	² 179
1967.....	Aug. 30, 1965	3,000	1,030	4,030	² 4,231	² 3,970	² 3,989	² 198
1968 ²	July 1, 1966	3,000	1,030	4,030	4,430	4,186	4,190	202
1969 ²	July 1, 1967	3,000	1,030	4,030	4,430	4,331	4,325	196
1970 ²	July 1, 1968	3,000	1,030	4,030	4,330	4,367	4,414	243
1971 ²	July 1, 1969	2,885	1,030	3,915	1,089	4,396	4,502	349
1972 ²	July 1, 1970		1,030	1,030	1,075	3,442	4,603	1,510
1973 ^{2 3}	July 1, 1971		1,030	1,030	268	307	1,736	2,939
Total.....		37,100	17,910	55,010	54,579	53,090	56,029	2,939

¹ Unpaid balance of prior authorizations.² Estimated.³ Through Sept. 30, 1972.

TABLE 9.—Approximate apportionment of Federal-aid highways funds for the fiscal year 1968, pursuant to existing legislation

[In thousands of dollars]

State	A-B-C				Interstate (3,000,000)	Total (4,000,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Total (1,000,000)		
Alabama.....	8,807	6,702	3,361	18,870	64,301	83,171
Alaska.....	23,992	16,102	164	40,258	-----	40,258
Arizona.....	6,354	4,117	1,869	12,340	45,743	58,083
Arkansas.....	6,604	5,230	1,362	13,196	23,256	36,452
California.....	21,778	9,877	27,062	58,717	289,206	347,923
Colorado.....	7,727	5,017	2,545	15,289	35,608	50,897
Connecticut.....	3,247	1,773	3,937	8,957	62,676	71,633
Delaware.....	2,216	1,478	574	4,268	5,319	9,587
Florida.....	8,706	5,414	7,030	21,150	65,364	86,514
Georgia.....	10,588	8,032	4,051	22,671	42,670	65,341
Hawaii.....	2,216	1,478	928	4,622	25,472	30,094
Idaho.....	4,943	3,548	528	9,019	17,464	26,483
Illinois.....	16,606	9,081	16,053	41,740	169,558	211,298
Indiana.....	9,807	7,110	5,609	22,526	64,951	87,477
Iowa.....	10,332	7,675	2,672	20,679	35,903	56,582
Kansas.....	10,101	7,051	2,453	19,605	22,074	41,679
Kentucky.....	7,479	6,307	2,496	16,282	61,760	78,042
Louisiana.....	6,921	4,965	3,913	15,799	74,998	90,797
Maine.....	3,325	2,523	849	6,697	13,179	19,876
Maryland.....	4,262	2,666	4,521	11,449	48,048	59,497
Massachusetts.....	5,345	2,296	8,627	16,268	64,419	80,687
Michigan.....	13,643	8,561	11,337	33,541	88,177	121,718
Minnesota.....	11,586	8,154	4,099	23,839	68,733	92,572
Mississippi.....	7,373	6,121	1,468	14,962	32,594	47,556
Missouri.....	12,295	8,409	5,555	26,259	71,866	98,125
Montana.....	8,133	5,644	572	14,349	30,259	44,608
Nebraska.....	7,846	5,600	1,442	14,888	16,814	31,702
Nevada.....	4,985	3,315	377	8,677	18,617	27,294
New Hampshire.....	2,216	1,478	611	4,355	14,302	18,657
New Jersey.....	6,023	1,990	10,742	18,755	78,101	96,856
New Mexico.....	6,741	4,550	1,208	12,499	35,519	48,018
New York.....	19,832	8,550	28,794	57,176	151,030	208,206
North Carolina.....	10,615	9,456	3,279	23,350	27,097	50,447
North Dakota.....	5,922	4,322	439	10,683	13,741	24,424
Ohio.....	14,901	9,267	14,128	38,296	182,973	221,269
Oklahoma.....	9,107	6,334	2,758	18,199	31,116	49,315
Oregon.....	6,892	4,815	2,089	13,796	52,038	65,834
Pennsylvania.....	16,023	10,264	15,911	42,198	143,140	185,338
Rhode Island.....	2,216	1,478	1,503	5,197	16,489	21,686
South Carolina.....	5,746	5,006	1,790	12,542	19,060	31,602
South Dakota.....	6,316	4,566	455	11,337	26,772	38,109
Tennessee.....	9,159	7,174	3,561	19,894	64,449	84,343
Texas.....	27,710	17,530	13,894	59,134	148,784	207,918
Utah.....	4,659	3,019	1,304	8,982	45,182	54,164
Vermont.....	2,216	1,478	268	3,962	21,158	25,120
Virginia.....	6,400	6,561	4,334	19,295	91,753	111,043
Washington.....	6,983	4,721	3,740	15,444	71,836	87,280
West Virginia.....	4,519	4,027	1,316	9,862	67,994	77,856
Wisconsin.....	10,391	7,313	4,837	22,541	24,733	47,274
Wyoming.....	5,014	3,412	295	8,721	29,166	37,887
District of Columbia.....	2,216	1,478	1,569	5,263	39,538	44,801
Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

TABLE 10.—*Approximate apportionment of Federal-aid highway funds for the fiscal year 1968, pursuant to proposed legislation*

[In thousands of dollars]

State	ABC				Interstate (3,300,000)	Total (4,300,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Total (1,000,000)		
Alabama.....	8,807	6,702	3,361	18,870	70,731	89,601
Alaska.....	23,992	16,102	164	40,258	-----	40,258
Arizona.....	6,354	4,117	1,869	12,340	50,318	62,658
Arkansas.....	6,604	5,230	1,362	13,196	25,581	38,777
California.....	21,778	9,877	27,062	58,717	318,126	376,843
Colorado.....	7,727	5,017	2,545	15,289	39,169	54,458
Connecticut.....	3,247	1,773	3,937	8,957	68,943	77,900
Delaware.....	2,216	1,478	574	4,268	5,851	10,119
Florida.....	8,706	5,414	7,030	21,150	71,901	93,051
Georgia.....	10,588	8,032	4,051	22,671	46,937	69,608
Hawaii.....	2,216	1,478	928	4,622	28,019	32,641
Idaho.....	4,943	3,548	528	9,019	19,210	28,229
Illinois.....	16,606	9,081	16,053	41,740	186,514	228,254
Indiana.....	9,807	7,110	5,609	22,526	71,446	93,972
Iowa.....	10,332	7,675	2,672	20,679	39,494	60,173
Kansas.....	10,101	7,051	2,453	19,605	24,281	43,886
Kentucky.....	7,479	6,307	2,496	16,282	67,935	84,217
Louisiana.....	6,921	4,965	3,913	15,799	82,498	98,297
Maine.....	3,325	2,523	849	6,697	14,497	21,194
Maryland.....	4,262	2,666	4,521	11,449	52,853	64,302
Massachusetts.....	5,345	2,296	8,627	16,268	70,861	87,129
Michigan.....	13,643	8,561	11,337	33,541	96,995	130,536
Minnesota.....	11,586	8,154	4,099	23,839	75,607	99,446
Mississippi.....	7,373	6,121	1,468	14,962	35,853	50,815
Missouri.....	12,295	8,409	5,555	26,259	79,052	105,311
Montana.....	8,133	5,644	572	14,349	33,285	47,634
Nebraska.....	7,846	5,600	1,442	14,888	18,495	33,383
Nevada.....	4,985	3,315	377	8,677	20,478	29,155
New Hampshire.....	2,216	1,478	661	4,355	15,732	20,087
New Jersey.....	6,023	1,990	10,742	18,755	85,911	104,666
New Mexico.....	6,741	4,550	1,208	12,499	39,071	51,570
New York.....	19,832	8,550	28,794	57,176	166,133	223,309
North Carolina.....	10,615	9,456	3,279	23,350	29,807	53,157
North Dakota.....	5,922	4,322	439	10,683	15,115	25,798
Ohio.....	14,901	9,267	14,128	38,296	201,271	239,567
Oklahoma.....	9,107	6,334	2,758	18,199	34,228	52,427
Oregon.....	6,892	4,815	2,089	13,796	57,241	71,037
Pennsylvania.....	16,023	10,264	15,911	42,198	157,454	199,652
Rhode Island.....	2,216	1,478	1,503	5,197	18,138	23,335
South Carolina.....	5,746	5,006	1,790	12,542	20,966	33,508
South Dakota.....	6,316	4,566	455	11,337	29,450	40,787
Tennessee.....	9,159	7,174	3,561	19,894	70,893	90,787
Texas.....	27,710	17,530	13,894	59,134	163,663	222,797
Utah.....	4,659	3,019	1,304	8,982	49,700	58,682
Vermont.....	2,216	1,478	268	3,962	23,274	27,236
Virginia.....	8,400	6,561	4,334	19,295	100,928	120,223
Washington.....	6,983	4,721	3,740	15,444	79,020	94,464
West Virginia.....	4,519	4,027	1,316	9,862	74,794	84,656
Wisconsin.....	10,391	7,313	4,837	22,541	27,207	49,748
Wyoming.....	5,014	3,412	295	8,721	32,082	40,803
District of Columbia.....	2,216	1,478	1,569	5,263	43,492	48,755
Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

TABLE 11.—*Approximate apportionment of Federal-aid highway funds for the fiscal year 1969, pursuant to proposed legislation*

[In thousands of dollars]

State	ABC				Interstate (3,600,000)	Total (4,600,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Total (1,000,000)		
Alabama.....	8,807	6,702	3,361	18,870	77,161	96,031
Alaska.....	23,992	16,102	164	40,258		40,258
Arizona.....	6,354	4,117	1,869	12,340	54,892	67,232
Arkansas.....	6,604	5,230	1,362	13,196	27,907	41,103
California.....	21,778	9,877	27,062	58,717	347,047	405,764
Colorado.....	7,727	5,017	2,545	15,289	42,729	58,018
Connecticut.....	3,247	1,773	3,937	8,957	75,211	84,168
Delaware.....	2,216	1,478	574	4,268	6,383	10,651
Florida.....	8,706	5,414	7,030	21,150	78,438	99,588
Georgia.....	10,588	8,032	4,051	22,671	51,204	73,875
Hawaii.....	2,216	1,478	928	4,622	30,567	35,189
Idaho.....	4,943	3,548	528	9,019	20,957	29,976
Illinois.....	16,606	9,081	16,053	41,740	203,469	245,209
Indiana.....	9,807	7,110	5,609	22,526	77,941	100,467
Iowa.....	10,332	7,675	2,672	20,679	43,084	63,763
Kansas.....	10,101	7,051	2,453	19,605	26,489	46,094
Kentucky.....	7,479	6,307	2,496	16,282	74,111	90,393
Louisiana.....	6,921	4,965	3,913	15,799	89,997	105,796
Maine.....	3,325	2,523	849	6,697	15,815	22,512
Maryland.....	4,262	2,666	4,521	11,449	57,658	69,107
Massachusetts.....	5,345	2,296	8,627	16,268	77,303	93,571
Michigan.....	13,643	8,561	11,337	33,541	105,813	139,354
Minnesota.....	11,586	8,154	4,099	23,839	82,480	106,319
Mississippi.....	7,373	6,121	1,468	14,962	39,112	54,074
Missouri.....	12,295	8,409	5,555	26,259	86,239	112,498
Montana.....	8,133	5,644	572	14,349	36,311	50,660
Nebraska.....	7,846	5,600	1,442	14,888	20,177	35,065
Nevada.....	4,985	3,315	377	8,677	22,340	31,017
New Hampshire.....	2,216	1,478	661	4,355	17,163	21,518
New Jersey.....	6,023	1,990	10,742	18,755	93,721	112,476
New Mexico.....	6,741	4,550	1,208	12,499	42,623	55,122
New York.....	19,832	8,550	28,794	57,176	181,236	238,412
North Carolina.....	10,615	9,456	3,279	23,350	32,517	55,867
North Dakota.....	5,922	4,322	439	10,683	16,489	27,172
Ohio.....	14,901	9,267	14,128	38,296	219,568	257,864
Oklahoma.....	9,107	6,334	2,758	18,199	37,339	55,538
Oregon.....	6,892	4,815	2,089	13,796	62,445	76,241
Pennsylvania.....	16,023	10,264	15,911	42,198	171,768	213,966
Rhode Island.....	2,216	1,478	1,503	5,197	19,787	24,984
South Carolina.....	5,746	5,006	1,790	12,542	22,872	35,414
South Dakota.....	6,316	4,566	455	11,337	32,127	43,464
Tennessee.....	9,159	7,174	3,561	19,894	77,338	97,232
Texas.....	27,710	17,530	13,894	59,134	178,541	237,675
Utah.....	4,659	3,019	1,304	8,982	54,218	63,200
Vermont.....	2,216	1,478	268	3,962	25,389	29,351
Virginia.....	8,400	6,561	4,334	19,295	110,103	129,398
Washington.....	6,983	4,721	3,740	15,444	86,203	101,647
West Virginia.....	4,519	4,027	1,316	9,862	81,593	91,455
Wisconsin.....	10,391	7,313	4,837	22,541	29,680	52,221
Wyoming.....	5,014	3,412	295	8,721	34,999	43,720
District of Columbia.....	2,216	1,478	1,569	5,263	47,446	52,709
Puerto Rico.....	2,216	2,465	1,921	6,602		6,602

TABLE 12.—Highway trust fund—Federal highway programs financed pursuant to proposed legislation

[Expenditure programs: Interstate, 1965 estimate; ABC and emergency relief; forest highway; public lands highways; traffic safety; beautification. Revenues: Present sources, aviation gas tax plus, equalization taxes plus 1 percent auto excise and general fund reimbursement for traffic safety and beautification]

[In millions of dollars]

	Apportionments				Obligations	Disbursements	Revenues	Trust fund balance
	Interstate 1965 estimate	ABC and others	Safety and beautification	Total				
Balance ¹	315	1,665		1,980	1,160			
Fiscal year:								
1957.....	1,000	129		1,129	2,227	966	1,482	516
1958.....	1,700	859		2,559	2,945	1,511	2,044	1,049
1959.....	2,200	1,380		3,580	3,509	2,613	2,087	523
1960.....	2,500	906		3,406	2,610	2,940	2,536	119
1961.....	1,800	878		2,678	3,187	2,619	2,799	299
1962.....	2,200	883		3,083	3,034	2,784	2,956	471
1963.....	2,400	929		3,329	3,927	3,017	3,293	747
1964.....	2,600	974		3,574	4,165	3,645	3,539	641
1965.....	2,700	1,057		3,757	4,022	4,026	3,670	285
1966.....	2,800	1,040		3,840	² 3,940	² 3,970	² 3,864	² 179
1967.....	3,000	1,070	² 216	² 4,286	² 4,587	² 4,120	² 4,381	² 440
1968 ²	3,300	1,070	436	4,806	5,106	4,739	4,626	327
1969 ²	3,600	1,070	394	5,064	5,064	4,948	4,867	246
1970 ²	3,600	1,070	419	5,089	5,089	4,959	5,062	349
1971 ²	3,600	1,070	424	5,094	5,194	5,125	5,103	327
1972 ²	2,685	1,070	401	4,156	1,986	5,053	5,223	497
1973 ^{2 3}		1,070		1,070	714	3,950	4,291	838
Total.....	42,000	18,190	2,290	62,480	62,466	60,985	61,823	838

¹ Unliquidated balances of prior authorizations.

² Estimated.

³ Through Feb. 28, 1973.

Mr. WHITTON. Thank you so much, Mr. Chairman and gentlemen.

The CHAIRMAN. Thank you, Mr. Administrator.

Now I have several questions to ask. I will not be able to remain at this time, Mr. Under Secretary and Mr. Administrator, and I am going to ask Senator Gruening to come and to occupy the Chair.

Senator Gruening, if you would ask these questions which I have, and of course, members of the subcommittee, carry on the questions. We presumably, gentlemen, will want you to return at a later time. There will be questions which we will wish to submit and it is perhaps conceivable that we think in terms of another session together.

Senator Gruening, if you will use these questions, at least as a beginning point for the witnesses.

Senator GRUENING (presiding). Yes, sir. These are questions directed to Under Secretary Boyd.

One, you refer to the requirements of the 1962 Highway Act for continuing comprehensive planning processes. The deadline for compliance with this provision was June 30, 1965. Would you tell the subcommittee the number of cities which have not yet complied?

Mr. BOYD. Let me ask Mr. Whitton. The last information I had was that all except five cities had complied. It may be that we have a different figure.

Mr. WHITTON. All of the former list of 225 cities over 50,000 are on the way, Senator. There are 5 new cities now of over 50,000, I believe. It changes rather rapidly. I believe that progress is underway in all of these five new cities. Whether or not they fully comply with the act, is a question, but certainly, they must comply before we approve any Federal aid projects in that particular city.

Several of the cities have not submitted Federal aid projects for program approval.

Senator GRUENING. So you assume that before long, there will be complete compliance?

Mr. WHITTON. Yes, sir.

Senator GRUENING. That is a reasonable assumption?

Mr. BOYD. Yes, sir.

Senator GRUENING. Thank you.

Second question: Would you discuss the criteria which the Department of Commerce applies in approving the planning process of a city under the provisions of the act of 1962? I will repeat that. Would you discuss the criteria which the Department of Commerce applies in approving the planning process of a city under the provisions of the act of 1962?

Mr. BOYD. That is on the basis of actions of the Bureau of Public Roads, and I think that Mr. Whitton could give you a much more competent answer, sir.

Senator GRUENING. Well, wouldn't it be advisable, rather than going into details now, to submit a memorandum on the question?

Mr. WHITTON. I would be delighted, yes, sir.

Senator GRUENING. I think that would be more satisfactory.

(Bureau of Public Roads instructional memorandums dated March 27, 1963, and September 13, 1963, provide the definitions, interpretations and guidelines issued concerning the urban transportation planning process. These documents follow:)

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., March 27, 1963.

Instructional Memorandum 50-2-63.
38-30.

Subject: Urban transportation planning.

Section 9 of the Federal-Aid Highway Act of 1962 approved October 23, 1962, amended Chapter 1 of title 23, United States Code by the addition of a new section 134 which reads as follows:

"It is declared to be in the national interest to encourage and promote the development of transportation systems embracing various modes of transport in a manner that will serve the States and local communities efficiently and effectively. To accomplish this objective the Secretary shall cooperate with the States, as authorized in this title, in the development of long-range highway plans and programs which are properly coordinated with plans for improvements in other affected forms of transportation and which are formulated with due consideration to their probable effect on the future development of urban areas of more than fifty thousand population. After July 1, 1965, the Secretary shall not approve under section 105 of this title any program for projects in any urban area of more than fifty thousand population unless he finds that such projects are

based on a continuing comprehensive transportation planning process carried on cooperatively by States and local communities in conformance with the objectives stated in this section."

A memorandum prescribing the policy and procedures governing the approval of programs for projects in urban areas of more than fifty thousand population after July 1, 1965, will be issued later. The following definitions and interpretations will apply to the planning process which is required as a prerequisite to program approval.

1. *Urban area of more than fifty thousand population.*—These areas are identified as the "urbanized areas" established by the United States Bureau of the Census in the latest available Federal Census. Initially, they will be the areas listed in table 23, U.S. Census of Population—1960, United States Summary, plus the three urbanized areas in Puerto Rico which are San Juan, Ponce, and Mayaguez. Enclosed is a copy of table 23 and a copy of the Bureau of the Census definition of urbanized area.

The boundaries of the urbanized areas established by the Bureau of the Census shall be controlling in determining the eligibility for approval of Federal-aid projects in programs after July 1, 1965, unless other limits for this purpose shall be agreed upon by the States and the Bureau. Copies of maps showing the boundaries of the urbanized area can be obtained from the Bureau of the Census.

The boundaries of the urbanized area established by the Bureau of the Census should not, however, necessarily restrict the area to be encompassed in a comprehensive transportation planning process. For planning purposes all of the area likely to be urbanized within the forecast period, usually 20 years, should be included. In those instances where urbanized areas as defined by the Bureau of the Census are adjoining or are likely to become adjoining in the forecast period, the planning process should embrace the entire area. Except in unusual circumstances the planning area shall not be less than the urbanized area delimited by the Bureau of the Census.

The boundaries of urbanized areas as defined herein either for planning purposes or for determining eligibility of projects in the programs are not necessarily coincidental with urban area boundaries defined in Policy and Procedure Memorandum 10-5, and the revisions thereto.

2. *Transportation planning process.*—The planning process includes the operational procedures and working arrangements by which short and long-range highway and transportation plans are soundly conceived and developed, and continuously evaluated in a manner that will:

- (1) Assist governing bodies and official agencies in determining courses of action and in formulating attainable capital improvement programs in anticipation of community needs; and
- (2) Guide private individuals and groups in their planning decisions which can be important factors in the pattern of future development and redevelopment.

Transportation planning is concerned with all facilities used for the movement of persons and goods, including terminal facilities and traffic control systems. The process is based on the collection, analysis, and interpretation of pertinent data concerning existing conditions and historical growth; the establishment of community goals and objectives; and the forecasting of future urban development and future travel demands. It includes not only the initial preparation and evaluation of a transportation plan through an appraisal of practicable alternatives, but also periodic review and modification to meet changing conditions. In addition, it includes the preparation and dissemination of pertinent information needed by official agencies in their consideration of planning proposals and improvement programs, and for the encouragement of public understanding and support; and, the preparation of recommendations concerning the scheduling and financing of highway improvements, coordination with other urban development programs, revision of ordinances and regulations, and additional legislation, if necessary.

The planning process should be closely coordinated with policy making and program administration and should be organized with the objective of achieving agreement on action programs founded on factual information.

Basic elements for which inventories and analyses are required are as follows:

1. Economic factors affecting development.
2. Population.
3. Land use.
4. Transportation facilities including those for mass transportation.
5. Travel patterns.
6. Terminal and transfer facilities.
7. Traffic control features.
8. Zoning ordinances, subdivision regulations, building codes, etc.
9. Financial resources .
10. Social and community-value factors, such as, preservation of open space, parks and recreational facilities; preservation of historical sites and buildings; environmental amenities; and aesthetics.

The scope of the inventories and the extent to which the various analyses need be carried will, of course, vary depending upon such factors as city size, age, proximity to large cities and growth potential.

3. *Comprehensive.*—The comprehensive character of the planning process requires that the economic, population and land use elements be included; that estimates be made of the future demands for all modes of transportation both public and private for both persons and goods; that terminal and transfer facilities and traffic control systems be included in the inventories and analyses; and, that the entire area within which the forces of development are interrelated and which is expected to be urbanized within the forecast period be included.

4. *Continuing.*—The maintaining of current data on land use, travel and transportation and related facilities by staff at State or local level to provide for updating of the transportation plan as conditions change from those initially analyzed and forecasted. Maintenance of data can range from full time day-to-day operations for the large urban areas to part-time or intermittent operations for the smaller urban areas. Either type of operation should insure that land use changes differing from those forecasted are recorded in a manner that will permit a ready evaluation of their significance with respect to the transportation plan. Similarly, as each portion of a transportation plan is placed in operation an evaluation of its effectiveness should be made. Travel habits should be reappraised and transportation plans updated whenever the departures from the land use forecast are significant or the effectiveness of new facilities differs materially from that anticipated. In any event transportation plans should be reevaluated, and updated if necessary, not less frequently than every five years.

5. *Cooperatively.*—The establishment of a formal procedure—supported by a written memorandum of understanding—between the State highway departments and the governing bodies of the local communities for carrying out the transportation planning process in a manner that will insure that the planning decisions are reflective of and responsive to both the programs of the State highway department and the needs and desires of the local communities. The agreement may be directly between State highway department and the local governing bodies or by way of an agreement between the State highway department and an agency or agencies embracing the urban area encompassed in the transportation planning process qualified to act in behalf of the local jurisdictions for this purpose. The State highway department will be expected to show by suitable evidence that scrupulous efforts have been made to carry out the intent of the Act with respect to cooperative action by all political subdivisions. If there is an unwillingness on the part of a local political unit within the entire urban area to participate in the transportation planning process in such area, a determination shall be made as to whether the percentage of the urban area affected is such as to negate an effective planning process for the whole area.

E. H. HOLMES,
Director of planning.

UNITED STATES SUMMARY

TABLE 23.—Rank of urbanized areas according to population: 1960

Rank	Urbanized area	Population
1	New York-northeastern New Jersey	14, 114, 927
2	Los Angeles-Long Beach, Calif.	6, 488, 791
3	Chicago-northwestern Indiana	5, 959, 213
4	Philadelphia, Pa.-New Jersey	3, 635, 228
5	Detroit, Mich.	3, 537, 709
6	San Francisco-Oakland, Calif.	2, 430, 663
7	Boston, Mass.	2, 413, 236
8	Washington, D.C.-Maryland-Virginia	1, 808, 423
9	Pittsburgh, Pa.	1, 804, 400
10	Cleveland, Ohio	1, 784, 991
11	St. Louis, Mo.-Illinois	1, 667, 693
12	Baltimore, Md.	1, 418, 948
13	Minneapolis-St. Paul, Minn.	1, 377, 143
14	Milwaukee, Wis.	1, 149, 997
15	Houston, Tex.	1, 139, 678
16	Buffalo, N. Y.	1, 054, 370
17	Cincinnati, Ohio-Kentucky	993, 568
18	Dallas, Tex.	932, 349
19	Kansas City, Mo.-Kans.	921, 121
20	Seattle, Wash.	864, 109
21	Miami, Fla.	852, 705
22	New Orleans, La.	845, 237
23	San Diego, Calif.	836, 175
24	Denver, Colo.	803, 624
25	Atlanta, Ga.	768, 125
26	Providence-Pawtucket, R. I.-Massachusetts	659, 542
27	Portland, Oreg.-Washington	651, 685
28	San Antonio, Tex.	641, 965
29	Indianapolis, Ind.	639, 340
30	Columbus, Ohio	616, 743
31	Louisville, Ky.-Indiana	606, 659
32	San Jose, Calif.	602, 805
33	Phoenix, Ariz.	552, 043
34	Memphis, Tenn.	544, 505
35	Birmingham, Ala.	521, 330
36	Norfolk-Portsmouth, Va.	507, 825
37	Fort Worth, Tex.	502, 682
38	Dayton, Ohio	501, 664
39	Rochester, N. Y.	493, 402
40	Akron, Ohio	458, 253
41	Albany-Schenectady-Troy, N. Y.	455, 447
42	Sacramento, Calif.	451, 920
43	Springfield-Chicopee-Holyoke, Mass.-Connecticut	449, 777
44	Toledo, Ohio	438, 283
45	Oklahoma City, Okla.	429, 188
46	Omaha, Nebr.-Iowa	389, 881
47	Hartford, Conn.	381, 619
48	San Bernardino-Riverside, Calif.	377, 531
49	Youngstown-Warren, Ohio-Pennsylvania	372, 748
50	Jacksonville, Fla.	372, 569
51	Bridgeport, Conn.	366, 654
52	Honolulu, Hawaii	351, 336
53	Salt Lake City, Utah	348, 661
54	Nashville, Tenn.	346, 729
55	Richmond, Va.	333, 438
56	Syracuse, N. Y.	333, 286
57	St. Petersburg, Fla.	324, 842
58	Fort Lauderdale-Hollywood, Fla.	319, 951
59	Tampa, Fla.	301, 790
60	Tulsa, Okla.	298, 922
61	Grand Rapids, Mich.	294, 230
62	Wichita, Kans.	292, 138
63	Wilmington, Del-New Jersey	283, 667
64	New Haven, Conn.	278, 794
65	Flint, Mich.	277, 786
66	El Paso, Tex.	277, 128
67	Mobile, Ala.	268, 139
68	Allentown-Bethlehem, Pa.	256, 016
69	Trenton, N.J.-Pennsylvania	242, 401
70	Albuquerque, N. Mex.	241, 216
71	Des Moines, Iowa	241, 115
72	Wilkes-Barre, Pa.	233, 932
73	Tucson, Ariz.	227, 433
74	Davenport-Rock Island-Moline, Iowa-Ill.	227, 176
75	Spokane, Wash.	226, 938
76	Worcester, Mass.	225, 446
77	South Bend, Ind.-Michigan	218, 933
78	Tacoma, Wash.	214, 930
79	Canton, Ohio	213, 574

TABLE 23.—*Rank of urbanized areas according to population: 1960—Continued*

Rank	Urbanized area	Population
80	Fresno, Calif.	213,444
81	Scranton, Pa.	210,676
82	Charlotte, N.C.	209,551
83	Harrisburg, Pa.	209,501
84	New Port News-Hampton, Va.	208,874
85	Shreveport, La.	208,583
86	Chattanooga, Tenn.-Georgia	205,143
87	Orlando, Fla.	200,995
88	Baton Rouge, La.	193,485
89	Utica-Rome, N.Y.	187,779
90	Austin, Tex.	187,157
91	Pomona-Ontario, Calif.	186,547
92	Little Rock-North Little Rock, Ark.	185,017
93	Peoria, Ill.	181,432
94	Fort Wayne, Ind.	179,571
95	Erie, Pa.	177,433
96	Corpus Christi, Tex.	177,380
97	West Palm Beach, Fla.	172,835
98	Knoxville, Tenn.	172,734
99	Rockford, Ill.	171,681
100	Savannah, Ga.	169,887
101	Charleston, W. Va.	169,500
102	Lansing, Mich.	169,325
103	Stamford, Conn.	166,990
104	Lawrence-Haverhill, Mass.-New Hampshire	166,125
105	Huntington-Ashland, W. Va.-Ky.-Ohio	165,732
106	Columbia, S.C.	162,601
107	Reading, Pa.	160,297
108	Charleston, S.C.	160,113
109	Columbus, Ga.-Alabama	158,382
110	Binghamton, N.Y.	158,141
111	Madison, Wis.	157,814
112	Jackson, Miss.	147,480
113	Duluth-Superior, Minn.-Wis.	144,763
114	Evansville, Ind.	143,660
115	Montgomery, Ala.	142,893
116	Lorain-Elyria, Ohio	142,860
117	Bakersfield, Calif.	141,763
118	Waterbury, Conn.	141,626
119	Stockton, Calif.	141,604
120	Amarillo, Tex.	137,969
121	Lincoln, Nebr.	136,220
122	Lubbock, Tex.	129,289
123	Saginaw, Mich.	129,215
124	Winston-Salem, N.C.	128,176
125	Pensacola, Fla.	128,049
126	Greenville, S.C.	126,887
127	New Bedford, Mass.	126,657
128	Atlantic City, N.J.	124,902
129	Roanoke, Va.	124,752
130	Fall River, Mass.-R.I.	123,951
131	Augusta, Ga.-S.C.	123,698
132	Greensboro, N.C.	123,334
133	Ogden, Utah	121,927
134	Topeka, Kans.	119,500
135	Beaumont, Tex.	119,178
136	Lowell, Mass.	118,547
137	Galveston-Texas City, Tex.	118,482
138	Joliet, Ill.	116,585
139	Port Arthur, Tex.	116,365
140	Waco, Tex.	116,163
141	Kalamazoo, Mich.	115,659
142	Ann Arbor, Mich.	115,282
143	Macon, Ga.	114,161
144	Lexington, Ky.	111,940
145	Portland, Maine	111,701
146	Springfield, Ill.	111,403
147	Brockton, Mass.	111,315
148	Cedar Rapids, Iowa	105,118
149	Pueblo, Colo.	103,336
150	Waterloo, Iowa	102,827
151	Wichita Falls, Tex.	102,104
152	York, Pa.	100,872
153	Colorado Springs, Colo.	100,220
154	New Britain, Conn.	99,894
155	Wheeling, W.Va.-Ohio	98,951
156	Sioux City, Iowa-Nebraska-South Dakota	97,926
157	Springfield, Mo.	97,224
158	Green Bay, Wis.	97,162
159	Johnstown, Pa.	96,474
160	Racine, Wis.	95,862

TABLE 23.—*Rank of urbanized areas according to population: 1960—Continued*

Rank	Urbanized area	Population
161	Eugene, Oreg.	95,686
162	Muskegon-Muskegon Heights, Mich.	95,350
163	Raleigh, N.C.	93,931
164	Lancaster, Pa.	93,855
165	Manchester, N.H.	91,698
166	Abilene, Tex.	91,566
167	Springfield, Ohio	90,157
168	Hamilton, Ohio	89,778
169	Decatur, Ill.	89,516
170	Las Vegas, Nev.	89,427
171	Lake Charles, La.	89,115
172	Aurora, Ill.	85,522
173	Durham, N.C.	84,642
174	Odessa, Tex.	84,285
175	Altoona, Pa.	83,058
176	Norwalk, Conn.	82,270
177	Steubenville-Weirton, Ohio-W. Va.	81,613
178	Terra Haute, Ind.	81,415
179	St. Joseph, Mo.-Kans.	81,187
180	Monroe, La.	80,546
181	Champaign-Urbana, Ill.	78,014
182	Muncie, Ind.	77,504
183	Tuscaloosa, Ala.	76,815
184	Huntsville, Ala.	74,970
185	Kenosha, Wis.	72,852
186	Bay City, Mich.	72,763
187	Santa Barbara, Calif.	72,740
188	Fargo-Moorhead, N. Dak.-Minn.	72,730
189	Fitchburg-Leominster, Mass.	72,347
190	Jackson, Mich.	71,412
191	Reno, Nev.	70,189
192	Gadsden, Ala.	68,944
193	Asheville, N.C.	68,592
194	Sioux Falls, S. Dak.	66,582
195	High Point, N.C.	66,543
196	Lewiston-Auburn, Maine	65,253
197	Midland, Tex.	63,274
198	Lima, Ohio	62,963
199	Pittsfield, Mass.	62,306
200	Lawton, Okla.	61,941
201	Harlingen-San Benito, Tex.	61,658
202	Fort Smith, Ark.-Okla.	61,640
203	Provo-Orem, Utah	60,795
204	Billings, Mont.	60,712
205	Laredo, Tex.	60,678
206	Dubuque, Iowa-Ill.	59,447
207	Lynchburg, Va.	59,319
208	San Angelo, Tex.	58,815
209	Albany, Ga.	58,353
210	Great Falls, Mont.	57,629
211	Texarkana, Tex.-Ark.	53,420
212	Meriden, Conn.	51,850
213	Tyler, Tex.	51,739

URBANIZED AREAS

[From "U.S. Census of Population, 1960—United States Summary"—Series PC (1), Number of Inhabitants]

Definition.—The major objective of the Bureau of the Census in delineating urbanized areas was to provide a better separation of urban and rural population in the vicinity of the larger cities, but individual urbanized areas have proved to be useful statistical areas. They correspond to what are called "conurbations" in some other countries. An urbanized area contains at least one city of 50,000 inhabitants or more in 1960,¹ as well as the surrounding closely settled incorporated places and unincorporated areas that meet the criteria listed below. All persons residing in an urbanized area are included in the urban population.

It appeared desirable to delineate the urbanized areas in terms of the 1960 Census results rather than on the basis of information available prior to the census as was done in 1950. For this purpose, a peripheral zone around each

¹ There are a few urbanized areas where there are "twin central cities" neither of which has a population of 50,000 or more but that have a combined population of at least 50,000.

1950 urbanized area and around cities that were presumably approaching a population of 50,000 was recognized. Within the unincorporated parts of this zone small enumeration districts were planned,² usually including no more than one square mile of land area and no more than 75 housing units.

Arrangements were made to include within the urbanized area those enumeration districts meeting specified criteria of population density as well as adjacent incorporated places. Since the urbanized area outside incorporated places was defined in terms of enumeration districts, the boundaries for the most part follow such features as roads, streets, railroads, streams, and other clearly defined lines which may be easily identified by census enumerators in the field and often do not conform to the boundaries of political units.

In addition to its central city or cities, an urbanized area also contains the following types of contiguous areas, which together constitute its urban fringe:

1. Incorporated places with 2,500 inhabitants or more.
2. Incorporated places with less than 2,500 inhabitants, provided each has a closely settled area of 100 dwelling units or more.
3. Towns in the New England States, townships in New Jersey and Pennsylvania, and counties elsewhere which are classified as urban.
4. Enumeration districts in unincorporated territory with a population density of 1,000 inhabitants or more per square mile. (The areas of large nonresidential tracts devoted to such urban land uses as railroad yards, factories, and cemeteries, were excluded in computing the population density of an enumeration district.)
5. Other enumeration districts in unincorporated territory with lower population density provided that they served one of the following purposes:
 - (a) To eliminate enclaves.
 - (b) To close indentations in the urbanized areas of one mile or less across the open end.
 - (c) To link outlying enumeration districts of qualifying density that were no more than $1\frac{1}{2}$ miles from the main body of the urbanized area.

Contiguous urbanized areas with central cities in the same standard metropolitan statistical area are combined. Urbanized areas with central cities in different standard metropolitan statistical areas are not combined, except that a single urbanized area was established in the New York-Northeastern New Jersey Standard Consolidated Area, and in the Chicago-Northwestern Indiana Standard Consolidated Area.

The boundaries of the urbanized areas for 1960 will not conform to those for 1950, partly because of actual changes in land use and density of settlement, and partly because of relatively minor changes in the rules used to define the boundaries. The changes in the rules include the following:

1. The use of enumeration districts to construct the urbanized areas in 1960 resulted in a less precise definition than in 1950 when the limits were selected in the field using individual blocks as the unit of area added. On the other hand, the 1960 procedures produced an urbanized area based on the census results rather than an area defined at least a year before the census, as in 1950.
2. Unincorporated territory was included in the 1950 urbanized area if it contained at least 500 dwelling units per square mile, which is somewhat a different criterion than the 1,000 persons or more per square mile of the included 1960 unincorporated areas.
3. The 1960 areas include those entire towns in New England, townships in New Jersey and Pennsylvania, and counties that are classified as urban in accordance with the criteria listed in the section on urban-rural residence. The 1950 criteria permitted the exclusion of portions of those particular minor civil divisions.

In general, however, the urbanized areas of 1950 and 1960 are based on essentially the same concept, and the figures for a given urbanized area may be used to measure the population growth of that area.

An urbanized area may be thought of as divided into the central city, or cities, and the remainder of the area, or the urban fringe. Any city in an urbanized area which is a central city of a standard metropolitan statistical area is also a central city of the urbanized area. With but two exceptions, the names of

² An enumeration district (ED) is a small area assigned to an enumerator which must be canvassed and reported separately. In most cases an ED contains approximately 250 housing units.

the central cities appear in the titles of the areas. The central cities of the New York-Northeastern New Jersey Area are the central cities of the New York, Newark, Jersey City, and Paterson-Clifton-Passaic Standard Metropolitan Statistical Areas. Likewise, the central cities of the Chicago-Northwestern Indiana Area are the central cities of the Chicago and Gary-Hammond-East Chicago Standard Metropolitan Statistical Areas.

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., September 13, 1963.

Instructional Memorandum 50-2-63(1).
38-30.

Subject: Urban transportation planning.

The attached guidelines supplement the definitions and interpretations in IM 50-2-63 concerning the transportation planning process and the need for cooperation between the States and the local communities. They change in no way the definitions and interpretations in IM 50-2-63.

E. H. HOLMES,
Director of Planning.

GUIDELINES SUPPLEMENTING THE DEFINITIONS AND INTERPRETATIONS IN
IM 50-2-63 SEPTEMBER 1963

A. Transportation planning process

Ten basic elements for which inventories and analyses are required are listed in IM 50-2-63. A more detailed discussion of the scope of the ten elements follows:

1. *Economic factors affecting development.*—An economic study of a community should provide the data needed to estimate the total change in the level of economic activity in the study area from the present to the forecast year. This forecast of future economic activity together with the population forecast will provide the basic input totals for the land use and travel forecasts.

An economic study should collect, analyze, and forecast such factors as the following:

- a. All employment data, by industrial category, relating to the study area and its subunits.
- b. Per capita income, in constant dollars. Increases in per capita income are closely associated with increases in employment and productivity. These may be translated into increases in consumption of goods and services.
- c. Income-consumption patterns for the study area. A change in these patterns will indicate a change in the demand for services relative to basic necessities.
- d. Car ownership per capita or per household. Relative changes in population and per capita income will be reflected in the car ownership ratio and will reinforce the anticipated change in demand for services (i.e., for transportation facilities) noted above.
- e. An inventory of all pertinent forecasts made by others for the larger region, the study area, or for any of its subunits.

It is important that, if at all possible, economic data be obtained in units of detail, both by category and by geographic submit, that are compatible with the design of the land use study and the trip generation study.

In making the forecasts of future economic activity, the study area's economic advantage in holding and attracting industries and workers should be analyzed and evaluated. Industry location decisions are influenced by such factors as costs of production, access to resources, characteristics of the labor force (i.e., its occupational skills, productivity, educational level, age, sex, etc.), the quality of the area's nonhuman resources including the geography of the region (i.e. the future supply of these resources, climate, terrain, water, transportation, recreational facilities, etc.), and the fiscal and financial policies guiding the area's governing unit (i.e., its tax structure, borrowing powers, etc.). Moreover, analyses of data and forecasts should take account of the effect on the local economy of variations (recent or otherwise) in the national economy; the effect of economic fluctuations on different industries, and the probable effect of technological developments on local industries over time.

Forecasts which are merely extrapolations of recent trends may give misleading estimates of the future. An analysis of relationships between factors found within recent trends, however, form an important part of any forecast and provide a basis for forecasts that diverge from these trends.

Regardless of the method used to make future estimates, the results obtained should be tested for reasonableness and consistency. For example, an important check is to prepare a population forecast based on the employment forecast and compare this with the independent population forecast based on demographic techniques.

2. Population studies.—A population forecast is required to provide an estimate of the total potential trip makers at some future time. The population and economic forecasts together form the basis for estimating future land use and travel demands, since the number of people and jobs are the major determinants of trip making.

The first step in a population study should be a survey of all available historical data on total population, its distribution by small areas, and its characteristics. Using these data, analyses can be made of changes in rates of growth and in composition of the population. Such analyses will aid in determining the appropriate forecasting techniques to be used.

All available pertinent population studies previously conducted by others should be *fully utilized to the extent they are applicable and acceptable*. These may include estimates of current population as well as forecasts, and may relate to the study area, parts of the area, or to larger regions containing the study area. If an acceptable estimate of current population is not available, an estimate should be prepared before the forecast is made.

Several forecasting methods are in common use today. The simplest of these produce population forecasts by extending past growth trends forward, using graphical or mathematical methods. Ratio or stepdown methods utilize historic and projected relationships of the local area to some larger area (often the State or United States) for which a reliable forecast is available. Component methods are more complex and analyze the separate components of population change, such as births, deaths, and migration.

The technique used to forecast population will depend upon the input requirements of other phases of the study, the detail of the available data, and the special characteristics of the study area (size, composition of population, and growth rate). The most important information that should be provided by the forecast is an estimate of future total population and average household size (or number of households). Additional detail such as age and sex breakdowns must also be provided as required by other parts of the study.

All assumptions and the reasons for making them should be documented. Where possible, the population forecast should be checked for consistency with other forecasts independently prepared, especially those relating to employment.

3. Land use.—A forecast of land uses within an area—their type, intensity, and geographic distribution—is based on the long range goals and objectives of the individual communities, the broad planning concepts for the entire urban region, and the market forces inherent in private and public capital expenditures. The land use forecast is essential for determining future travel movements and transportation needs.

The land use data needed as a base for developing the forecast may be obtained from field surveys, secondary sources, or a combination of both. All existing land use data, such as those available in local planning departments, should be fully utilized, provided they are adequate for the needs of the transportation study. Where a new field survey is necessary it should, to the extent possible, be jointly undertaken by local and regional planning agencies working together with the transportation study group.

The land use data should be collected in a form that will allow their use for a variety of planning purposes, as well as for future use in studying the area's land use growth trends and characteristics. To accomplish these objectives, the land use data (the location, identification, and areal measurement) should be collected and preserved in the greatest detail possible. It is desirable that land uses be identified and measured on a parcel-by-parcel basis, rather than by larger areal units. Parcel-by-parcel identification may not be necessary in the case of homogenous areas of single-family residences where the data usually can be more economically collected by larger areal units, such as groups of parcels or entire blocks.

Similarly it is also desirable to list land use by specific activity (e.g., men's clothing store, drug store, radio and television repair shop, etc.) rather than to classify the land use activity into major categories. The detailed land use information can then later be classified in a variety of ways and to whatever level of detail is desired to accommodate the needs of different planning groups.

It is important that in planning for the land use survey, adequate provision be made for updating the land use inventory in an efficient and systematic manner, and also for preserving the data collected in a way that will allow their ready use in the future.

In addition to information on the location, identification, and areal measurement of land uses, the inventory should collect information on the characteristics of vacant land which may influence its potential for urban development.

The land use forecasting procedure results in the distribution of the total study area population and employment into smaller analysis areas (zones). These estimates should be consistent with current and anticipated trends, giving full consideration to plans or programs reflecting officially approved community goals and objectives.

There are several methods for forecasting the distribution of future land uses. The selection of a particular method will depend upon the economic characteristics and the size of the area studied and upon the basic data that are available to, or can be developed by, the transportation study. Long range estimates of the future spatial distribution of land use categories should be developed in approximately 5-year incremental periods to permit the periodic comparison of forecasts to actual development.

4. *Transportation facilities including those for mass transportation.*—The inventory of the existing transportation system should provide complete information on the physical features and operational characteristics of each link of the major street system (expressways, arterials, and collectors). A functional classification should be made of the street system, and procedures for accomplishing this are given in the National Committee on Urban Transportation Procedure Manual 1A.

Among the physical features of roads and streets that should be inventoried are right-of-way width, roadway width, roadway type and condition, parking regulations, and traffic control regulations and devices. Other items that may be included are listed in the National Committee on Urban Transportation Procedure Manual 5A. The items to be included should fit the specific needs of each urban area study.

In order to evaluate the existing highway system, information is needed on the following operational characteristics by time of day: (1) the capacities of the roadways and the major street intersections; (2) the volume of traffic on each segment of the system; (3) the speed of traffic movement at different volumes; and (4) the frequency and location of accidents.

The street capacity study should utilize the techniques described in the Highway Capacity Manual. Data from the physical street inventory will be required for the capacity study.

Procedures for measuring traffic volumes on the street system are described in the National Committee on Urban Transportation Procedure Manual 3A. Additional information is available from the Bureau of Public Roads "Guide for Traffic Volume Counting Manual." Traffic volumes should be measured at a sufficient number of points to describe the traffic being carried by the major street system. Both the average daily traffic (ADT) and the morning and evening peak-hour volumes are needed. The total traffic counting program should also include manual and machine counts at selected cordons and screenlines, turning movement counts at important intersections, and vehicle classification counts at points representative of conditions on different types of roads and streets.

Procedures for making traveltime studies are described in the National Committee on Urban Transportation Procedure Manual 3B.

The inventory of the transportation system should also provide information on public transportation. Transit studies should provide data which will be useful in estimating the choice of mode of travel in the forecast year. The following data should be collected for each transit line by period of the day for an average weekday for the survey year:

- a. Transit route map by type of service and transit vehicle.
- b. Passenger counts at the CBD cordon or maximum load points.

c. Passenger fare distribution by single or combination fares.

d. Operating data, consisting of:

- (1) Revenue vehicle-miles.
- (2) Average seating capacity by type of service and standee regulations.
- (3) Route-miles and terminal-to-terminal running time.
- (4) Headways.
- (5) Regularity of service as measured by ability to maintain schedules.

Often additional information is needed on the character of trips within the central business district. To collect this information, "on and off" counts may be necessary.

A major purpose of the forecasting and inventory procedures is to judge the adequacy and efficiency of the future transportation system. To accomplish this objective it is necessary to assign the estimated future travel to existing and proposed new facilities. These assignments should be in sufficient detail to judge the reasonableness of the location and design of each segment of the network including one-way design hour volumes.

5. *Travel patterns.*—Urban transportation planning requires specific knowledge of the current travel patterns of the area being studied. Information is needed on the location and amount of travel by the various modes, and on such trip characteristics as purpose, length, time of day, and land use activity at the termini. Although similarities in certain trip characteristics are found in different urban areas, there is enough evidence of differences to require their determination in each area.

For urban areas of over 50,000 population it is considered essential that the current travel for all types of trips (zone to zone, zone-to-external station, and external station to external station) by automobile, transit, truck, and taxi by purpose and time of day, be established. This can be done either by inventory (O-D surveys) or by utilizing a mathematical model which has been properly calibrated and tested. The zones into which the area is subdivided for analysis purposes should be sufficiently small to permit the transportation planning to develop traffic assignments meaningful at the arterial street level. Normally there should be no more than 10,000 future trip ends (origins and destinations) in any one zone.

It is recommended that the travel information be obtained by an external cordon and home-interview survey using methods described in Procedure Manual 2B of the National Committee on Urban Transportation. Sample rates suggested in the manual are recommended. Other survey techniques are acceptable, however, provided adequate sampling procedures are used and adequate controls are established for expansion purposes.

The use of a model for developing the current travel pattern will be acceptable if the procedure used satisfies the following tests:

a. The total number of person trips, auto driver trips, transit trips, truck trips, taxi trips, and work trips are in reasonable agreement with controls independently established.

b. Trip generation equations used for estimating travel should be in reasonable agreement with actual relationships in the area being studied, and the trip length frequency distribution (and average trip length values) of estimated and actual travel should be similar.

c. The number of work trips estimated to be destined for selected employment areas within the city should compare with actual employment data within reasonable limits.

d. The distribution of trips crossing preselected screenlines should compare within acceptable limits with actual volumes measured on facilities crossing these lines. These screenlines should be placed so as to measure different portions of the travel pattern. The check should be made for vehicle trips and for transit trips where the latter are significant. If screenlines are used for calibrating the model, the same screenlines must not be used for testing the reliability of the results.

e. Weighting factors used to calibrate the travel distribution formula must be correlated logically with characteristics of the area where applied. The use of factors merely to provide a "match" between estimated and actual travel patterns will not be considered acceptable.

f. The assignment of the synthesized vehicular travel to the current highway network should produce a reasonable comparison with actual ground counts and vehicle-miles of travel.

Estimates must be made of the future travel by all modes. Zone to zone, zone-to-external station, and external station to external station traffic should be forecast, and it is recommended that estimates be made of the peak period travel as well as of the total 24-hour travel. Estimates of the future travel that will be generated from and attracted to each zone should be based on relationships between travel, land use, and economic characteristics established from current data (this, of course, does not preclude adjustment of current trip generation rates for use in the forecast year).

In cases where the current travel is determined by an inventory method rather than through a model, a procedure for distributing the estimated future travel among the several zones must be developed. If a model is to be used, it must be properly calibrated and tested. The current inventory data should be used for this validation of the model.

6. *Terminal and transfer facilities.*—The effectiveness and efficiency of the urban transportation system is dependent to a large measure upon the availability of adequate terminal and transfer facilities at trip origins and destinations.

If information on the present supply of parking spaces in critical areas is not available, an inventory should be made as outlined in Procedure Manuals 3C and 3D of the National Committee on Urban Transportation. The inventory should cover all parking facilities, both at the curb and in offstreet garages and lots. Also information on the location and use of truck loading and unloading facilities is needed. In addition, information on parking rates and on the average time, by hour of the day, required to park and unpark vehicles in offstreet facilities will be useful in estimating choice of mode of future trips.

Special studies should be made of selected major terminal facilities serving substantial volumes of commercial traffic whether located inside or outside of critical areas. The study of these facilities will provide information useful for determining future parking, loading, and unloading requirements for similar terminals which may be required in the future.

Estimates should be made of the future requirements for both parking and commercial loading and unloading facilities in critical areas. These estimates should be developed, utilizing the travel forecasts (as discussed under "Travel Patterns") by trip purpose and time of day, and should be consistent with recommendations for transportation system improvements. The feasibility of satisfying future parking demands should be determined considering their compatibility with existing and future land uses, ordinances, codes, and other regulations, and their effect upon the operational characteristics of expressways and arterial streets.

7. *Traffic engineering features.*—Many engineering techniques for increasing the traffic capability of facilities are known. Some involve for the most part relatively minor expenditures and little or no construction.

The transportation planning process should include a fuller utilization of the inherent capacity of existing expressways and arterials. Some traffic engineering techniques include improved signal operations, turning movement controls, parking restrictions, unbalanced lane operations, one-way street operations, through street systems, signs and markings, simple channelization, street lighting, and pedestrian controls, coupled with enforcement of regulations.

These techniques are more fully defined in the report "Increasing the Traffic-Carrying Capability of Urban Arterial Streets" by the Bureau of Public Roads and available from the U.S. Government Printing Office.

The planning of new facilities should include full consideration of those traffic engineering measures required to assure operation as planned.

8. *Zoning ordinances, subdivision regulations, building codes, etc.*—Zoning ordinances, setback requirements, subdivision controls, building codes, and the official map together with licensing powers are basic techniques used to control community development. The forecasting of future land uses is subject to considerable error at best, but lacking adequate controls, "planned" development will in most instances have little chance of becoming reality. Further, land use controls are important to protect the traffic-carrying capability of and public investment in transportation facilities.

Existing laws and ordinances should be analyzed in the light of the objectives for future development. Deficiencies should be carefully documented, and recommendations for needed revisions or additional regulations should be prepared.

9. *Financial resources.*—One of the more critical factors influencing the selection of an urban transportation system and the programs devised to implement

this system is the availability of adequate financial resources. In addition to determining the transportation system needs for a study area and the estimated costs to fulfill these needs, the transportation planning process should also survey and analyze the ability of the affected governmental units in the study area to finance the needed improvements.

A financial resources study should begin with an inventory of the sources and amounts of revenue available for the construction, maintenance, and operation of transportation facilities in the study area over the past 5 to 10 years. In addition a historical record of the disbursements actually made for transportation purposes over the same period of time should be obtained.

It is also well to determine the overall financial condition of the local governmental units involved by analyzing the trend of their funded debt. This trend, along with any laws specifying debt limitations or taxing restrictions may help indicate to what extent the governmental units within the study area will be able to contribute to the financing of the area's transportation system.

The next step in the analysis is to prepare estimates of the revenues expected to be available for transportation improvements within the study area. For many urban areas estimates are usually available for short-time periods.

10. *Social and community-value factors.*—In the development of transportation plans it is important that full consideration be given to the possibility of utilizing these facilities to raise the standards of the urban area. Open space, parks, and recreational facilities are important environmental factors. It is becoming more and more important in our transportation planning that additional attention be given not only to the preservation and enhancement of existing open space, but also to the providing of additional open space in anticipation of future development. Similarly, conscientious attention should be given to the preservation of historical sites and buildings.

Care should be exercised in selecting locations for new transportation facilities so that neighborhoods are not disrupted. To the maximum extent possible, cutting through school districts, ethnic groups, fire station districts, etc., should be avoided.

New transportation facilities should be made to blend into the natural landscape, taking advantage of scenic vistas, topography, etc. The location and design of new facilities should be such as to insure a pleasing appearance for the motorist, the pedestrian, and the nearby resident.

B. Cooperatively

Cooperation is construed to mean that each jurisdiction having authority and responsibility for actions of regionwide significance should have appropriate voice in the transportation planning process, either through direct participation or through adequate representation. State highway departments should solicit the cooperation of all political subdivisions having such authority and responsibility. This solicitation can be made directly to the governing bodies of each individual political subdivision or through an appropriate local agency.

Ideally, all political subdivisions should participate in the transportation planning process. This would insure full consideration of all pertinent factors and contribute to the resolution of any differences of opinion during the process of developing proposals for improvements. However, individual participation by all jurisdictions will generally not be practical of attainment in the large urban areas, and in such cases it may be necessary for the smaller jurisdictions to be represented by the larger or more inclusive ones. Many small incorporated places included in large urbanized areas do not have authority to exercise land use controls or to construct transportation improvements, and their participation need not necessarily be solicited. Such places could be adequately represented by their respective counties.

Each urbanized area has State and local legislation pertaining to authorities and responsibilities of local political subdivisions which make it impractical to establish uniform criteria for determining the specific political subdivisions with which a memorandum of understanding is required. It will be the responsibility of the regional engineer to make this determination for each urbanized area within his region.

In cases where the urbanized area is located in more than one State, the initial agreement should be between the State highway departments involved. The responsibility for effecting State and local cooperation rests with the particular State highway department concerned.

The memorandum of understanding need not follow any prescribed format but should clearly indicate that a continuing comprehensive transportation planning process is to be carried on cooperatively by the States and the local political subdivisions. The administrative procedure as to how this cooperation is to be effected, including an assignment of duties and responsibilities, should be covered in the memorandum or by reference to a prospectus.

Senator GRUENING. Third, as a related matter, how many States have legislation authorizing payments for relocation of homes and business enterprises?

Mr. WHITTON. I believe 33 have legislation. Plus Oklahoma on an attorney-general opinion.

Senator GRUENING. Thirty-three?

Mr. WHITTON. Yes, sir.

Senator GRUENING. I suggest that the list of those which have authorized be submitted for the record.

Mr. WHITTON. We will be happy to, Senator.

(Subsequently the following information was submitted:)

STATES WHICH HAVE ENACTED RELOCATION PAYMENT LEGISLATION

As of May 1, 1966, thirty-three (33) States had enacted legislation enabling them to make relocation payments. One other State, Oklahoma, makes such payments under the authority of an Attorney General's Opinion that such costs are eligible for compensation.

Alabama	Michigan	Oregon
California	Minnesota	Pennsylvania
Connecticut	Nebraska	Rhode Island
District of Columbia	New Hampshire	South Dakota
Georgia	Nevada	Tennessee
Hawaii	New Jersey	Utah
Illinois	New York	Vermont
Iowa	North Carolina	Virginia
Kentucky	North Dakota	Washington
Maine	Ohio	West Virginia
Maryland	Oklahoma	Wisconsin
Massachusetts		

Senator GRUENING. For the record, what are the maximum allowable relocation payments?

Mr. WHITTON. Federal funds may participate in relocation payments made by States up to \$200 a family or individual and up to \$3,000 for a business.

Senator GRUENING. Do you consider these payments adequate?

Mr. WHITTON. Well, the \$200 per family is above the average that we have been paying. Data furnished by the States indicate that the national range for a family or individual relocation payment is between \$100 and \$115. The range for a business relocation payment is between \$880 and \$1,000. So it would appear that the figures set are adequate. There may be some exception that I cannot recall now.

Senator GRUENING. How are relocation services provided under Federal highway legislation?

Mr. WHITTON. They are provided by the State highway departments. The departments set up offices near the projects and meet people there or call on them to show them lists of vacant houses in the area, and try to help the people find homes. They help the relocated families and businesses in any way that they can.

Senator GRUENING. Mr. Whitton, you refer to the net cost estimates for completion of the Interstate System.

If the Congress amended the present statute to provide for the next estimate in January 1967 instead of 1968, could the Department and the States comply in time?

Mr. WHITTON. Yes.

Senator GRUENING. It is your opinion that they could?

Mr. WHITTON. Yes, sir.

Senator GRUENING. On the same page, you note that section 5 of the Senate bill, 3155, authorizes funding the forest highways from the trust fund. When was the last time an administration recommended such a proposal?

Mr. BOYD. I will search the records, and provide you with an answer: Proposals to finance public lands and forest highways from the highway trust fund were suggested as amendments to appropriation language in fiscal years 1959, 1960, and 1961, but were not adopted.

Senator GRUENING. Thank you. Do you recommend this on the grounds that most of these roads are part of the Federal system?

Mr. BOYD. Yes, sir.

Senator GRUENING. Are those parkways also part of the Federal-aid system? If so, why should they not be funded in the same way?

Mr. BOYD. I will have to ask Mr. Whitton. I am not familiar with the category of parkways, as such.

Mr. WHITTON. Well, I feel that in most cases, when we build roads for the National Park Service, they are built to a different standard, and therefore, in my judgment, they should continue to come out of general funds.

Senator GRUENING. Your proposal to finance these roads from the trust fund would, in effect, decrease the amount available for the Interstate and ABC Systems by \$40 million annually, would it not?

Mr. BOYD. With reference to public lands and forest highways, yes, sir. Our rationale is, of course, Mr. Chairman, that they constitute a part of the Federal-aid system. On the other hand very few national parkways, park roads and trails serve as Federal-aid highways and further, this program is financed by appropriations made to the Department of the Interior.

Senator GRUENING. This concludes the questions left by Senator Randolph.

Senator Cooper?

Senator COOPER. Thank you, Mr. Chairman.

First I would like to say, Mr. Chairman, that I think we are indebted to Under Secretary Boyd and Administrator Whitton for their comprehensive and informative statement. Any one listening to this statement, in detail of different Federal-aid programs, has to recognize the importance of the vast highway system to which the Federal Government contributes.

I would like to talk about the funding of the program. Am I correct in saying that the recommendations you have made, with particular reference to Interstate highway systems, are based upon the assumption that funds will be provided?

Mr. BOYD. Yes, sir.

Senator COOPER. For the highway trust fund?

Mr. BOYD. Yes, sir.

Senator COOPER. Of about \$5 billion in additional funds?

Mr. BOYD. Yes, sir.

Senator COOPER. And even if those funds are provided, you would find that it would take 1 more year to complete the system.

Mr. BOYD. We have asked for an extension——

Senator COOPER. To complete the system, is that correct, 41,000 miles?

Mr. BOYD. We have asked for a 5-month extension.

Senator COOPER. In the event that additional financing should not be provided, but present tax programs continued, after 1971, how long do you anticipate it would take to complete the 41,000-mile Interstate System?

Mr. BOYD. I think that Mr. Whitton can give you a better answer on that than I can, Senator Cooper. My own estimate is about 18 months to 2 years, but I am not qualified, really.

Mr. WHITTON. Yes, sir, that is very close, Senator.

Senator COOPER. How many years?

Mr. WHITTON. Eighteen months to 2 years.

Senator COOPER. You mean even if this \$5 billion is not provided, it would only take 2 years longer to complete the 41,000 miles?

Mr. WHITTON. Yes, sir.

Senator COOPER. Has the administration considered adopting that alternative?

Mr. BOYD. No, sir.

Senator COOPER. Rather than levying the additional taxes?

Mr. BOYD. No, sir.

Senator COOPER. Why not?

Mr. BOYD. Well, there are many reasons. First of all, we are quite convinced that the Interstate System provides a safer highway, and that for each mile of the Interstate System built, on an annual basis, I believe, we calculate that five lives will be saved.

Excuse me. One life for 5 miles. Second, the projections, Senator, are that—I referred in my testimony to the current figure of 90 million motor vehicles operating on the highways of this country, and we anticipate 106 million by 1975. The demands on the system are becoming oppressive, and the system has got to be expanded to take care of this demand.

In addition, of course, the concept of the administration in this as in all other cases is to work within the will of the Congress, which contemplates an early completion.

Senator COOPER. Has the administration or the Bureau of Public Highways considered the extension of the Interstate System, in terms of added mileage?

Mr. BOYD. We are engaged at the moment in what is called a post-1972 study. No conclusions have been reached, nor will any be reached for at least a year, I am sure.

Senator COOPER. No additional funds are required to be raised for the highway trust fund to assure the continuation of the funding of the regular Federal-aid program, 50-50 program.

Mr. BOYD. That is correct; so long as that program remains at the present level.

Senator COOPER. The billion dollars?

Mr. BOYD. Yes, sir, because it is dollar limited by definition.

Senator COOPER. It has been proposed, as you stated, that the cost of the beautification program, as well as the Federal-State highway safety programs, be paid from the highway trust fund.

Now you have mentioned the cost of the forest roads. Has this all been taken into account in making the projections of the need for additional funds for the highway trust fund, or are these costs an additional factor which has not been considered in the proposal that you have made today?

Mr. BOYD. These costs have been considered, and the administration has made as much of a commitment as I guess it knows how to make, that the costs for highway beautification and safety will not impinge on the revenues available for highway construction.

Senator COOPER. We will probably be talking to you again, when we have further hearings on the safety bill. Great attention is being paid to safety, and properly so, in your regular Federal-aid system for primary highways.

How much attention does the Department now give, or the Bureau of Public Roads and the Department of Commerce give, to priorities for projects in States which embody safety features in highway design?

Mr. BOYD. Well, the Bureau undertook about a year and a half ago to—a program to improve the identified danger areas or high exposure areas on the Federal aid system.

We have available a voluminous record on this, Senator Cooper, of where the improvements have taken place, and what the improvements constituted which we will be very happy to provide for the record. This has involved, I believe, already, the expenditure of something over \$150 million. So in answer to your question, a very high priority has been given to these areas.

Senator COOPER. The criteria for approval of the plans made by State highway departments is not the same as your criteria for approval for plans for the interstate projects?

Mr. BOYD. No, sir, it is not.

Senator COOPER. You must have much higher standards of safety in highway design for segments of the Interstate System than you do for the regular Federal-State systems.

Mr. BOYD. Primary-secondary. That is correct, and I would say that it is a physical impossibility to utilize the same criteria, because in doing so, it would be necessary to rebuild and develop completely new roads, rather than improving existing roads.

Senator COOPER. There is new construction, all the time. I won't go into great detail now, because I know it can be a very technical subject, but I would like for the Administrator to submit to this committee some statement about what is being done with respect to requiring elements of safety in highway design on the regular Federal-State system including the ABC system, as compared to the Interstate System. Secondly, if possible, submit some estimate of the additional cost involved in the incorporation of safety elements in design for this 50-50 system which are not now required.

I would guess that this would be resisted by State highway departments, perhaps, because they would consider that the additional costs would mean less miles of road to be constructed in the State. But

with your insistence upon the necessity for incorporating the safety elements in the Interstate System, and with the great interest now being—and properly so—manifested in the safety of highways, I cannot see why the Bureau of Public Roads does not proceed quickly to develop some standards by—to bring the safety elements into play on a regular 50-50 system. A program of this kind, this would look to the roads that are constructed in the future.

Mr. WHITTON. Senator, I will be glad to prepare that for the record, but let me say this quickly, if I may: That the safest part of the Interstate System, the largest contribution made by the Interstate System to safety is divided lane pavement, and second, control of access.

Those two features are what make the greatest contribution to safety on the Interstate System. Now it is also true that many miles of primary and urban routes, that are not on the Interstate System are built to those same standards, practically the same standards, where the traffic volumes justify a freeway design. However a great part of our mileage of highways is made up of roads on which we cannot financially afford to build divided lane highways, because of the low volume of traffic being served, Senator, including primary and even urban sections.

So that is the reason that we don't build these great safety features into our roads that don't carry traffic of more than say, 2 to 3 thousand cars a day.

Senator COOPER. If you will submit that analysis of the problem I believe it would be helpful.

Mr. WHITTON. I will be happy to, and incidentally, we are submitting now for the record the hazardous locations that we have corrected over the past 2 years, or are underway.

(Subsequently the following exhibits were submitted:)

U.S. DEPARTMENT OF COMMERCE, BUREAU OF PUBLIC ROADS

WHAT IS BEING DONE WITH RESPECT TO REQUIRING ELEMENTS OF SAFETY IN HIGHWAY DESIGN ON THE REGULAR FEDERAL-AID SYSTEMS?

The Bureau of Public Roads has long operated under the terms of section 109 of Title 23, U.S.C., which provide that plans and specifications for proposed projects on any Federal-aid system shall not be approved unless they will adequately meet the existing and probable future traffic needs and conditions in a manner conducive to safety, durability and economy of maintenance. The law further requires that projects will be designed and constructed in accordance with standards best suited to accomplish these objectives and to conform to the particular needs of each locality.

This has been a governing principle for the Bureau of Public Roads, and geometric design standards for all types of highways have been established in cooperation with the American Association of State Highway Officials. These standards cover such items as curvature, grade, shoulders, number and width of lanes, sight distance, median width, and many other elements. In many instances, the standards are actually a range of values based on a minimum and from which the designer chooses an appropriate value for the terrain, traffic, and type of service to be provided. In each value selection, however, the factor of safety is given full consideration.

In the specific case of the Interstate System, the element of access control is added, and divided roadways are required in nearly all situations. The Bureau is of the firm opinion that *all* sections of the Interstate should include divided roadways even though estimates of future traffic do not justify this extra cost on the basis of capacity needs.

The Interstate System standards, which are higher than those for other non-freeway types of highways, are based on the level of service to be provided by the System. These highways, totaling 41,000 miles as compared with the 810,000 miles of Federal-aid ABC roads, serve exclusively the function of transportation, which non-freeway roads must combine with the function of land service. As a result, the Interstate System is almost entirely a *new* system, superimposed on the existing network of roads, and it would obviously be difficult to expand the system to replace the entire 810,000 miles of ABC roads.

In respect to the regular Federal-aid system (the ABC system) the Bureau of Public Roads has been devoting major attention to three areas: removing hazards found in existing ABC roads, encouraging States to select higher values for the design of new ABC roads, and exploring new methods of increasing safety through technological advances.

The removal of hazards has been a continuing program for more than two years. During this time nearly 1,200 separate Federal-aid projects have been programed, at a total cost of \$240 million, of which \$106 million is in the form of Federal aid. Currently the States are in the process of inventorying all hazardous locations on the Federal-aid systems (ABC) to develop a four-year program for improvement. Indications are that this will result in the total expenditure of \$1.5 billion over the four years.

Currently the Bureau has underway a contract study to evaluate this program of improving high-accident locations in an effort to identify the most effective types of improvement for specific kinds of hazards. Also studied will be the relative advantages of a series of spot improvements as compared with the overall improvement of a route, both from safety and economic points of view.

The selection of higher values for use in the design of new highways is a continuing project for the Bureau. For instance, on March 8, 1965, a memorandum was issued on the subject of two-span vs. four-span structures over divided highways. The two-span structure has obvious safety advantages by eliminating the piers at the shoulder, and the memorandum cites this as well as suggests design techniques to keep the incremental cost below the 10 percent level. A copy of the memorandum is attached.

On December 22, 1965, the Bureau issued a memorandum calling attention to the need for increased safety consideration in the design and use of highway signs and other appurtenances which result in obstructions on the roadside. A copy of the memorandum is attached.

Under terms of directives coming into effect, every project will be examined for its safety characteristics. The Bureau of Public Roads takes the policy position that all those characteristics warranted in the public interest will be included in new work.

To emphasize that this is not a new concept for the Bureau of Public Roads, there is attached a paper presented in October 1963 by the Deputy Director of Engineering for the Bureau. This paper summarizes many of these safety characteristics which were then and are now the concern of the Bureau of Public Roads.

Research for new methods to increase safety is a major part of the total effort of the Bureau. Not only is research and development attention being given to specific projects, such as electronic aids in the form of remotely controlled signs, and the use of new methods and materials to construct frangible posts and sign supports, but basic research effort is being devoted to study of the driving task and to the inter-relationships that exist between the road, the vehicle and the driver in an effort to resolve incompatibilities and produce a total system which operates more safely.

ADDITIONAL COSTS OF INCORPORATING SAFETY ELEMENTS IN NEW DESIGNS

It is impossible to put a dollar cost on the use of higher values for design purposes. In some instances, the increase in cost would be negligible. In other cases, such as the reduction of maximum grade in mountainous terrain, costs might double or triple. The Bureau takes the position that each project must be examined for safety and, as stated above, all those safety features which are warranted in the public interest should be included. In the aggregate, it is likely that the cost per mile will be increased.

Highway safety improvement projects as of Apr. 30, 1966

State	Projects			Project Costs	
	Open	Closed	Total	Total cost	Federal cost
Alabama.....	30		30	\$5,162,800	\$2,182,310
Alaska.....	8		8	1,893,338	1,798,151
Arizona.....	16		16	5,206,913	2,752,007
Arkansas.....	7		7	3,758,670	1,724,850
California.....	2		2	831,854	760,710
Colorado.....	37	1	38	5,258,190	2,817,307
Connecticut.....	1		1	199,187	98,450
Delaware.....	12		12	1,749,400	874,700
Florida.....	8		8	1,090,162	678,850
Georgia.....	47		47	1,461,370	799,885
Hawaii.....	5		5	1,485,850	742,925
Idaho.....	1		1	1,000	629
Illinois.....	66		66	29,905,547	11,050,501
Indiana.....	50		50	8,532,550	3,671,495
Iowa.....	29	1	30	3,423,469	1,516,506
Kansas.....	86	1	87	10,653,195	5,161,453
Kentucky.....	8		8	377,876	200,337
Louisiana.....	15		15	10,334,280	5,162,390
Maine.....	17		17	3,449,600	1,724,800
Maryland.....	2		2	2,700,000	1,350,000
Massachusetts.....	28		28	2,346,435	1,180,993
Michigan.....	26		26	2,012,843	1,033,280
Minnesota.....	82		82	14,728,195	5,321,410
Mississippi.....	38		38	6,180,280	3,187,860
Missouri.....	49	3	52	7,944,976	3,823,871
Montana.....	9		9	1,823,919	1,034,713
Nebraska.....	54	1	55	3,229,577	1,852,754
Nevada.....	11	1	12	1,494,920	1,314,114
New Hampshire.....	17		17	11,210,425	2,342,673
New Jersey.....	4		4	187,200	93,600
New Mexico.....	16		16	906,824	592,175
New York.....	10	1	11	3,680,369	702,556
North Carolina.....	19		19	2,459,311	1,270,515
North Dakota.....	18		18	2,347,370	1,164,588
Ohio.....	25		25	5,765,901	472,673
Oklahoma.....	50		50	12,861,241	4,347,922
Oregon.....	8		8	417,294	263,013
Pennsylvania.....					
Rhode Island.....	3		3	387,236	193,618
South Carolina.....	48		48	7,362,724	3,831,982
South Dakota.....	28		28	3,140,504	959,712
Tennessee.....	63		63	19,232,396	9,720,387
Texas.....	34	9	43	18,209,864	9,783,600
Utah.....	5		5	594,235	455,867
Vermont.....	16		16	1,167,257	510,623
Virginia.....	1		1	371,000	185,500
Washington.....	15	2	17	4,200,009	2,198,910
West Virginia.....	7		7	2,171,380	1,308,090
Wisconsin.....	31		31	3,888,422	1,247,971
Wyoming.....	5		5	415,334	274,925
District of Columbia.....	8		8	221,593	95,424
Puerto Rico.....	3		3	1,204,000	587,000
Total.....	1,178	20	1,198	239,638,285	106,420,575

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., December 22, 1965.

Circular memorandum to: Regional and Division Engineers.

From: F. C. Turner, Chief Engineer, Washington D.C.

32-01 47-01.

Subject: Highway Signs and Appurtenances—Safety Considerations.

We are concerned about the large number of reports of single-vehicle accidents involving collisions with signs and lighting supports, guardrails and other roadside features on the Interstate and other Federal-aid systems. Often in this type of accident, the vehicle is out of control and the driver may be asleep, ill, inattentive, or drunk. As the vehicle and occupants leave the roadway, they are frequently striking fixed objects such as signs, sign supports, guardrails and other appurtenances to the highway.

All of these roadside items are essential for proper functioning of the highway and usually need to be erected near the edge of the traveled way. However,

each one has the potential of being struck by a vehicle that leaves the roadway. It is imperative that the need for, and the design and location of, these devices be carefully examined as a part of the effort to reduce the severity of this type of vehicle collision.

In 1961, the American Association of State Highway Officials prepared, adopted, and published "Specifications for the Design and Construction of Structural Supports for Highway Signs." These specifications were based on the windloads as established for local conditions and provided a degree of structural stability, permanence, and low-maintenance costs that previously had not been attained in the sign supports. We have heard of several instances where tornado or hurricane force winds passed over areas, and large signs supported on the basis determined by this report, remained in place. However, a number of engineers have expressed the view that some of the ground-mount sign supports, particularly those specified for the smaller roadside signs, appear to be overly massive. It seems likely that adequate structural support of the signs can be attained with posts of somewhat reduced strength which would at the same time present less of a hazard when struck by a vehicle out of control. For these general safety reasons, the AASHO Bridge Committee has started a reexamination of the design basis in the 1961 specifications to ascertain if it now would be in order to modify the design criteria to reduce the size of the sign supports. The Bureau of Public Roads is assisting the committee to expedite this work.

We should assist the States in obtaining adequate structural support for the large ground-mount signs. Until better guidelines are available, the structural design for supports should be such as to satisfy only the minimum requirements for wind and other loads outlined in the 1961 AASHO specifications. Additional safety factors which contribute to choice of overmassive types of support post should be avoided. Single sign supports of heavy design can sometimes be replaced advantageously with two lesser size posts. When the current activity and review of the AASHO 1961 specifications are concluded, or when new findings are available from research, it may be possible to make further adjustments in the design of sign supports to obtain adequate structural strength with a maximum of safety.

Also, it appears desirable to check the posts being used to support small-to-middle size signs. We have noted in some instances that questionably heavy post sections were used.

Preliminary research studies have been made at the Texas Transportation Institute for the development of breakaway posts for large ground-mount signs. An extended additional research program is now being undertaken there, financed by joint HPR funds from a number of States. However, it will be some 12 to 18 months before definitive findings can be expected.

Division Engineers are requested to examine all projects underway to insure that the following features have been treated in a way that would provide the maximum safety practicable for vehicles leaving the roadway out of control.

1. *Sign Foundations.*—Foundations for roadside sign supports should not extend above the ground line. This is true whether the foundation is a poured concrete footing or a concrete or steel pile. In areas where side slopes are such that foundations must of necessity rise above the slope, consideration should be given to the construction of an earth "sign island" area when the grading contract is in progress. Such an area might also be large enough to allow off-the-roadway maintenance of the sign. At least one State has found good economy in this, both for installation and maintenance of signs.

2. *Overhead Signs.*—The consequences of an overhead structure collapsing onto the pavement make it imperative that the supports be so located and protected by guardrail as to make improbable the likelihood of the support being struck by a vehicle out of control. The more frequent use of existing bridge structures for mounting overhead signs offers a means of eliminating some of the heavy supports otherwise exposed at the roadside. Some flexibility is allowed in the location of sign trusses along the highway. Careful selection of locations will assure maximum lateral clearance consistent with economy.

3. *Gore Signs.*—The gore area between the thru roadway and exit ramp is especially susceptible to traversal by out-of-control vehicles. The safety of the highway will be enhanced if large signs and sign supports are kept out of this area. Alternatives should be studied and placement of heavy sign structures in the gore accepted only when the signing function can be accomplished reasonably in no other way. For example, the location of an overhead

sign structure a few hundred feet in advance of the gore may be equally or even more effective from a signing standpoint, and would be more desirable for safety reasons.

4. *Exit Signs*.—When the interchange sign design requires a standard Exit sign in the gore, the supports should be designed with a wood or light metal section which will result in minimum practicable damage to the vehicle and occupants upon being struck by an out-of-control vehicle. In no case should the supports for this sign be massive. The concept of breakaway supports is encouraged for use here. The objective to be sought is minimum accident consequences to the vehicle and occupants, and sign damage from collision is of minor importance.

5. *Unnecessary Signs*.—A general effort should be made to keep the total number of signs to a minimum consistent with providing clear and adequate directional and regulatory information. The benefits to be realized are twofold. First, there is a better chance that drivers will read and heed the signs and second, each sign removed means one less obstruction along the roadside. Temporary signing should be removed promptly as soon as its need is past. The combining of some control and regulatory signs on one support (back to back), using light standards for sign supports, is worthy of consideration.

6. *Signs and Guardrail Installations*.—Sign locations should be studied and whenever appropriate and feasible, adjusted to take advantage of guardrail otherwise scheduled for installation. This usually does not impair the sign function and it avoids an additional obstruction along the roadside. A Circular Memorandum dated September 22, 1964, from G. M. Williams to Regional and Division Engineers provides useful guidance for highway guardrail design and installation.

Substantially improved protection for the driving public at little increase in guardrail costs can be obtained through judicious application of revisions in guardrail construction proved by full-scale tests to be both practical and advantageous, particularly for standard beam or W-type metal guardrails. Factual information supporting the following conclusions from Special Report 81, *Highway Guardrail*, have been documented in recent Highway Research Board papers.

a. Very short lengths of guardrail (less than 75 feet), except those firmly attached to a structure or having full-strength end anchorages, do not develop full strength, are of little use when struck at sharp angles, and should not be used.

b. Physically smooth continuity must be provided between guardrail and bridges or other continuing structures. This smooth continuity should provide for attachment of the guardrail to the structure so that the full tensile strength of the rail can be developed, or the terminal structure of the rail section adjacent to the structure should provide a tensile strength not less than that of the rail element.

c. Proper performance of metal beam guardrail requires that pocketing be minimized. This can be accomplished by using 6 ft. 3 in. post spacing. When this spacing is used, a 12-inch long section of metal beam placed behind the guardrail at the intermediate post mounting will provide added bending strength at this point.

d. Beam-type rail should be blocked out 6 or 8 inches from the posts to prevent wheel-to-post contacts. The blocking should be long enough to extend approximately 1/2-inch above and below the rail.

e. The bearing area under the head of the through bolts should be sufficient to prevent the head from pulling through the elongated hole in the rail. This can be accomplished by using a washer under the conventional bolt head, or by using an enlarged bolt head.

f. Approach ends of guardrails are hazardous and should be treated by bending the ends backwards or downwards. If the ends are bent downward, they can be anchored in concrete, thereby enabling full tensile strength to be developed near the end.

g. Where two guardrails are installed along diverging roads, their approach ends should be joined by a curved section.

h. At overcrossings on a divided highway having dual bridges the median openings must be protected and guardrail installed at an angle with the centerline of the approach roadway so as to deflect a vehicle from the median area back toward the approach roadway. Controlled deflection is safer than a physical barrier placed transverse to the road at the median opening.

i. Overhead sign supports tend to be more massive than those for ground-mount signs and should always have adequate guardrail protection whenever they are in an exposed location near the traveled way.

7. *Lighting Standards.*—The developmental work underway for the design of lighting standards with effective breakaway features when struck by a vehicle is encouraging. Research relative to mounting heights is also underway and it is anticipated that increased longitudinal spacing will result. New designs or materials which will allow for increased mast arm lengths and placement of lighting standards in a less exposed position are also needed.

8. *Roadside Design.*—From the standpoint of vehicular safety, the safest roadside is one that is clear of obstacles, contains full rounded ditch sections and flat side slopes. The objective should be slopes that are flatter than 4:1. Also, rounding of ditch sections has to be full scale to be effective.

I urge each of you to discuss these safety considerations with the highway departments for incorporation not only in the designs being prepared for future contracts but wherever feasible on existing construction contracts. Where necessity requires compromises with the desirable safety practices indicated, sign supports and roadside appurtenances should be designed and located so as to reduce possible hazards to the lowest practical level. To the extent possible, these suggestions should also be passed along to other jurisdictions in your division who have responsibility for construction even though Federal funds may not be involved.

Safety cannot be overemphasized nor can it longer be minimized. No highway is operationally ready for public use until all design elements, protective devices, and signs, signals, and markings are properly in place. The Bureau of Public Roads can and must exert greater efforts to see that Federal-aid highways are located, designed and constructed so as to be safe for those who use them.

U.S. DEPARTMENT OF COMMERCE.

BUREAU OF PUBLIC ROADS,

Washington, D.C., March 8, 1965.

Circular memorandum to: Regional and Division Engineers.

From: J. Barnett, Acting Director of Engineering and Operations, Washington, D.C.

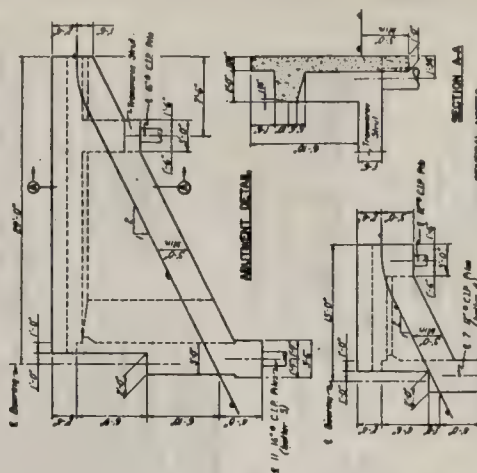
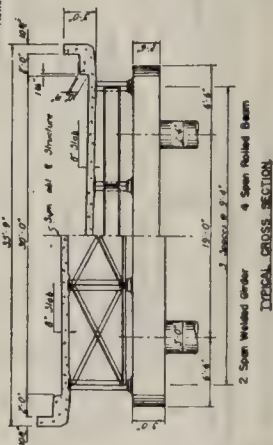
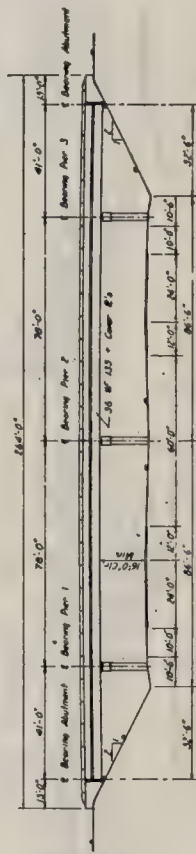
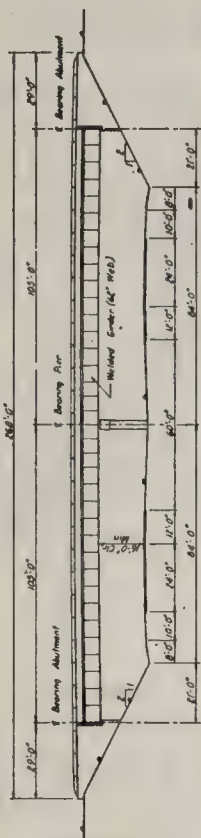
32-42.

Subject: Cost Comparison—2-span vs. 4-span structures over 4- and 6-lane divided highways

The increasing concern and desired use of the 2-span structure in place of the more conventional 4-span structure, by State and Bureau officials, has led us to the preparation of a comparative cost study.

We have in the past advocated the elimination of the shoulder piers as a means of further enhancing the appearance of our overcrossing structures, making them operationally safer and rendering the shoulders and ditch sections easier to maintain. The problem confronting us now is one of judgment; the judgment that must be exercised in evaluating whether the benefits gained fully justify the additional expenditure. We have found in our studies that the cost of the 2-span continuous welded girder bridge, whose depth is not restricted by vertical geometrics, can be held to within a cost of about eight percent more than the cost of the 4-span continuous rolled beam bridge crossing a highway having an average width median. The unit prices used for the comparative estimates are based on average unit prices for the country.

In order for us to approach the optimum in economy for the 2-span structure, it is necessary to take advantage of low alloy steels in areas of high stress concentration and refrain from using large massive abutments with deep foundations. The abutments used for this study have proved to be practical and economical. The road sections used for these studies were selected at random from typical templates in present day use by three different highway departments. The cost studies are being distributed for use as a guide in hopes that we may bring the cost of the 2-span structure to within a justifiable percentage increase over the conventional 4-span structure in States where this increase is now greater than 10 percent which could render the scheme impractical.

[illegible][illegible]

U. S. DEPARTMENT OF COMMERCE
BUREAU OF PUBLIC ROADS
WASHINGTON, D. C.

COST COMPARISON FOR BRIDGES
OVER

PLANE DRILLED HOLE - 60' MEDIUM

ANTHONY J. COMPOSITE MAN

CONTINUOUS NON-COMPOSITE ROLLED

THE COMPANY PRESIDENT

SCALE	INCHES	0-4
-------	--------	-----

SOME MODERN ASPECTS OF ROAD DESIGN

By: Joseph Barnett, Deputy Director for Engineering, Office of Engineering & Operations, for presentation at the Meeting of the Operating Committee on Design, AASHO, Portland, Oreg., October 23-24, 1963

Practically every element of road design has its modern aspect. This is due to the dynamic nature of highway engineering. One has but to keep his eyes open to agree. Experience, research, and investigations of human behavior and the capabilities of motor vehicles and drivers are steadily changing our concepts of highway transportation needs. Changes in materials, equipment and procedures are continuous and their effect on highway design is profound. The combination results in so many changes that the highway engineer who does not keep up with them and projects them into the future soon finds his concepts of design and construction outmoded.

Two of the dynamic changes which have taken place in recent years are the expansion of the use of photogrammetry and electronic computers. Considerable research is still going on, particularly in the combined use of these two procedures but they already have had a profound effect on design. In structural analysis, for example, indeterminate structures always have been a difficult design problem because of the many simultaneous equations which had to be solved, and to reduce the number of such equations many assumptions had to be made. Sometimes these assumptions were made with much trepidation. With electronic computers the time of solving simultaneous equations has been minimized to such an extent that to set up 10, 15 or 20 simultaneous equations for indeterminate structures is entirely practical with the beneficial results of not only saving in cost of structures but in assurance of reliable results.

The equipment industry has made great strides in the improvement of construction equipment. Contractors have kept pace with these improvements by changes in their operations. To the highway engineer the importance of improved construction equipment and operations is in the lower costs of many items of highway construction so that in design there is a change in emphasis. For example, the cost of grading has remained almost stable in dollars, despite a decrease in dollar value, so that the highway designer is not so conscious of alignment and profile that must have balanced earthwork quantities as he was many years ago when that item was of great importance. Likewise, he can expand designs laterally, providing greater width and flatter slopes in both cuts and fills. This has many benefits in safety, in improvement in operation, and in appearance. The profile can more readily be designed with low gradients to the continuous benefit of motor vehicle operation, particularly of trucks. The flattening of slopes is greater insurance against slides and erosion, increases safety and reduces maintenance costs.

The electronic computers have also had their effect on traffic studies. Doubtless the gravity and other models and the research going on in connection with the modal split which is used in modern design for a better determination of the proper choice of mode or form of transportation likely to be made by an individual, have been accelerated by their use.

The art of the design of the road surface or pavement can surely be considered a modern aspect of road design. No small contribution has been made by the series of road tests and the conclusions which emerged therefrom. While the design of surfacing is as old as the industry itself and there was always recognition of the expected traffic volumes and loads which had to be supported, it is only in recent times that there is an acceptance of traffic expectancy as a prime basis for pavement design. It is true that engineering judgment is still necessary and there are many factors in addition to traffic expectancy and the formulas developed by the road tests. Nevertheless, present procedures for the design of highway pavements surely must be included as a modern aspect of road design.

Materials in structures have changed profoundly. The change has taken place so gradually and the several new materials and processes have been so generally accepted in a period of very intensive expansion of the highway industry that one might question these changes as constituting a modern aspect of highway design. One has but to look back 15 or 20 years and see the stage of the art and the availability of materials. At that time, either non-existent or in their uncertain infancy were pre-stressed concrete, pre-stressed steel, high-strength steel, welding,

composite structures and structural aluminum. These developments have taken place in a comparatively few years. In my formative engineering years, this would have been called a revolution.

Nor has the highway engineering profession stood still with regard to the geometric phases of highway design. The Committee on planning and Design Policies is even now revising and bringing up to date "A Policy on Geometric Design of Rural Highway," the Blue Book or Bible as referred to by so many practicing design engineers. At its meeting last Saturday, the Committee arranged for the cooperation of this Committee on Design in order to obtain nationwide criticism and suggestions.

One of the items which the Committee proposes to change is that of assumed design speed. While it has retained the original speeds of 30, 40, 50, 60 and 70 mph, it has added two additional design speeds of 75 and 80 mph but has recommended that these be used only on highways with access control. The addition of the higher speeds was prompted by data which showed that average speeds and even high percentile speeds on open roads, when not affected by other traffic, have been creeping up in the last three or four years after several years of remaining static. A most important characteristic of the observations of speeds on open roads is that while average speeds have had a definite increase, the increase in high percentile speeds has not been nearly as great. This indicates that the greatest change has been in the elimination of the vehicles operating at low speeds. With the higher design speeds as now proposed and with operation deemed safe at considerably higher than design speed when conditions are favorable, it is felt that anticipation of future highway needs within the framework of a prudent investment of public funds has been well taken care of.

Another change in modernization of geometric highway design has been the change already adopted of the method of measuring sight distances which result in somewhat longer crest vertical curves for minimum distances required by the standards. The clamor for a much more radical change due to the trend of lowering the height of vehicles and the emergence of the compact automobile was followed by a careful analysis of trends which proved that a much more radical approach was not desirable.

For design speeds of 30, 40, 50, 60 and 70 miles per hour the minimum stopping sight distances, the minimums required throughout one-way roadways of a divided highway, are 200, 275, 350, 375, and 600 feet respectively. For two-lane, two-way roadways a certain percentage of the length of road should have sight distance sufficient for safely passing slower moving vehicles. These minimum passing sight distances are 800, 1300, 1700, 2000 and 2300 feet respectively.

The sight line for measuring stopping sight distance, as over crest vertical curves, originally was established between the driver's eyes assumed to be 4.5 feet above the roadway surface and the top of an object four inches above the surface. During the interval since this policy was first prepared in the 1950's there has been a definite trend toward a lower height of passenger cars and a corresponding lower height of the driver's eye. For the 1949 automobile model year the height of eye ranged from 48 to 54 inches, with an average height of 52 inches, based on 21 standard 4-door sedans representative of those in current production with a five-passenger load. For the 1960 model year the median eye height is reported as being 47.5 inches, with a range of from about 44 inches to about 49 inches.

Because there are few cars in production for which the driver eye height is above 4.0 feet and an appreciable number no higher than 3.75 feet, the Committee agreed that the latter figure would exceed very few vehicles and, therefore, recommended it for adoption as a basis for measuring stopping (and passing) sight distances. Best available information indicates little, if any, expectation that representative eye height will be reduced below 3.75 feet in the future. This represents a practical minimum for the typical passenger car. The "compact" models have the same general driver eye height as the larger models. The "sports" car driver is, of course, yet lower but improbability of wide-spread use rules out this type of vehicle as a dominant item in design standards.

The Committee, while deliberating this change in height of eye, was conscious of the fact that for the past several years the drivers of latest model cars could not see as far ahead over crests as the drivers of the cars of earlier year models.

The Committee could find no evidence, however, that the sight distance available to drivers of new cars has been insufficient for safe operation despite the fact that a driver could not see a four-inch object ahead as far as was assumed in the stopping distance standards. This confirms the fact that the sight distance standards adopted in 1954 were somewhat liberal and not absolute minimums. The loss in sight distance resulting from a lower eye height could be offset in whole or in part by assuming an object higher than four inches to establish the line of sight.

It was concluded that it would be wise to provide a factor of safety in anticipation of a possible slight increase in speed. The final decision was to utilize a six-inch height of object in conjunction with a 3.75-foot eye height and retain the stopping distances without change. The net result of adjusting the criteria for measuring these sight distances is an increase in the minimum lengths of crest vertical curves of about 5 percent. The effect on horizontal curves is minor.

In measuring passing sight distance at crest vertical curves on two-lane highways, the criterion for height of eye desirably should be the same as that for measuring stopping sight distance. Traditionally, the object used for establishing the sight line for passing sight distance has been an oncoming passenger car and the height of object has been assumed to be 4.5 feet. Most cars in current production are at least 4.5 feet high and it is reasonable to assume that new cars in the years ahead will be little, if any, lower than those of today. Vehicle manufacturers advise that for a number of years a dimension of about 10 inches is representative of the vertical distance between height of driver eye and top of vehicle. Accordingly, a vehicle height of 4.5 feet as the height of object, in conjunction with a height of eye of 3.75 feet is the criterion for measuring passing sight distance. With the lower height of eye, minimum crest vertical curves will need to be about 10 percent longer than those required under the old criteria to provide minimum passing sight distance.

Consideration of accident experience has always been important in road design but one approach can be deemed to be a modern aspect, i.e., design for safe accidents.

It is well to recognize that highway accidents will happen and highways should be designed so that they are as safe as possible. This can be accomplished in designing several elements by giving conscious thought to the fact that accidents will happen. A few thoughts follow but many more will come to the mind of the designer as he thinks about it.

One of the most common forms of accidents is the single car leaving the traveled way. Such accidents can become serious if the car is stopped suddenly. The accident can be minor or a safe one if, instead of stopping, the car has the opportunity either by the efforts of the driver or by devices of one kind or another, to slow down gradually. To this end there should be as few objects above the surface of the ground as absolutely necessary. Any objects above the ground should be as far from the traveled way as possible. Thus a signpost or a lighting standard should be as far from the traveled way as is economically feasible, preferably outside the outer edge of shoulder. The same is true of bridge piers and tree trunks.

It is, of course, not always economically feasible to clear the right of way and very often walls or guard rails are necessary. These also should be as far from the traveled ways as possible and no vertical element which could stop a car should be located between the edge of the traveled way and the guard rail or wall. In this arrangement a car leaving the traveled way, which is usually done at a flat angle, has some opportunity to be deflected and continue along the guard rail or wall instead of being stopped. A car continuing to travel has a good chance of being involved in a relatively safe accident or at least a safer accident than one in which it is stopped. An accident in which a car is slowed due to the absorption of kinetic energy by the crumpling of fenders and the car itself, stands a good chance of not killing or even seriously injuring occupants whereas suddenly stopping a car results in the most hazardous type of accident. This explains, for example, why tests on guard rails invariably show that the rail itself should be offset from the posts so that the vehicle has a good chance of continuing along the guard rail and not being snagged by posts to a stop.

Where guard rails are placed in a median to substitute the hazard of hitting a guard rail for the more serious accident of colliding with a vehicle in the opposing traffic lanes, the guard rail should be placed generally in the middle of the median to be as far from each traveled way as possible. Where the me-

dian is wide enough the hazard of colliding with an opposing vehicle might be so small that it might be chanced in favor of eliminating the guard rail altogether and thus increasing, say doubling, the width of median in which a vehicle leaving the traveled way has a chance of winding up in a safe accident.

Steep side slopes are hazardous. Side fill slopes which also lead to such areas as rivers, lakes and rock outcrops are also hazardous. For this reason it is not uncommon to substitute the lesser hazard of running into a guard rail. The hazard of running into guard rail can be eliminated by flattening slopes so that even when a car leaves the traveled way it will have a good chance of ending up in a safe accident. It is generally accepted that side slopes of 1-on-4 are reasonably safe and very often can be provided at less cost than the cost of guard rail. General Motors Proving Grounds tests have come to the conclusion that side slopes should be 1-on-6 for insurance against overturning even under the most adverse conditions.

The ideal supports for signs, lighting units and the like are "sky hooks" so that vertical elements can be eliminated altogether but since this is impossible we can at least try to design and locate supports so that if they are run into by a vehicle the damage will be as little as possible. Very small signs have, for years, been supported by light pressed steel channels so that if they are hit they are bent or destroyed with relatively little damage to the vehicle or car occupants. This principle could very well be extended to supports for heavier objects such as luminaires and signs. The light tripod lighting pole developed at the General Motors Proving Grounds is a step in this direction. Much research, doubtless, is necessary to determine how far we can or should go in substituting supports which are either crumpled or sheared off for those which are immovable and cause a serious, unsafe accident when hit.

Hitting abutments and piers of bridges results in unsafe accidents. Not only should they be located as far from the traveled way as possible but in some cases piers can be eliminated altogether by longer span structures. The typical 4-span open-end grade separation structure, for example, could often be replaced by a 2-span structure and some accidents which would be unsafe ones due to the presence of the piers to the right of the traveled way could very well be safe accidents if the piers were not there.

Control of access is another aspect of modern road design. Not that the concept is new for we have been struggling to establish this proven desirable element for 30 or 40 years but it is only since the passage of the Highway Act of 1956 that it has been accepted nationwide. There is little need for discussing the advantages of access control any longer but it is well to sound a note of warning that its great benefits are being jeopardized by not resisting the pressures to provide interchanges too close together, particularly in urban areas.

This has caused and will continue to cause a decrease in capacity, difficulty in weaving and other maneuvering, near impossible signing situations and use of freeways by local short-haul traffic which should be using local streets. These difficulties are being alleviated to some extent by the use of collector distributor roads so that the number of entrances and exits on the through traffic roadways are kept to a reasonable figure and so that separate roadways are provided for the low speeds and maneuvering of turning vehicles. In a few cases in dense urban areas where the cost of right of way is extremely high there may be justification in developing highways of four roadways even where there are frontage roads. In such "dual-duals" the outer through roadways in effect also act as continuous collector distributor roads.

In dense urban areas and where highway right of way and construction costs due to closely spaced structures and interchanges are high, it is evident that a high degree of planning and design with study of numerous alternates and theoretical testing of operation of each alternate is necessary. Even so it is doubted that we can be absolutely sure of the final plan being wholly satisfactory. For one thing, we do not have, nor should we have absolute control of land development, the most important source of traffic generation. For another, drivers are human, operating in the ever-changing field of transportation. And finally, designers are also human. In short, the perfect highway plan is not possible. What, then, is to be done?

In my humble opinion each such freeway will need close observation for varying periods of time after it is open to traffic. It may need continuous observa-

tion since a city is changing continuously and it is impossible, anyway, to complete an entire system of freeways and other arterials at the same time. From these observations there should emerge a program of corrections and additions which will reveal themselves as necessary to utilize the full potential of these freeways. It is quite important that their full potential be realized because of the high investment therein and the ever-increasing traffic needs. Administrators should be prepared and have available funds over and above maintenance funds for such corrections and additions.

For many years I have followed the practice of concluding a presentation of any kind on highway design with a plea for attention to the amenities, particularly for highways of pleasing appearance. I am convinced more than ever that we will be judged ultimately by what the driver and other occupants of vehicles see as they travel the highways, and am fortified in this belief by the recent announcement of our old friend, Bill Bugge. As Project Director of the Bay Area Rapid Transit District, he has retained a prize-winning architect as architectural consultant and is employing architects, landscape architects and color and design consultants. Surely if these are justified in the design of a rapid transit line, mostly underground, what shall we say is justified in the design of highways in God's own sunshine where the possibilities for natural growth and opportunities for viewing by millions of our good citizens are infinitely greater? It is recommended that you carefully read the Circular Memorandum on "Aesthetics in Highway Location and Design" issued on March 1, 1963 by Federal Highway Administrator Rex Whitton.

Several items which contribute toward pleasing appearance of highways have become generally accepted. Among these might be mentioned the fitting of the highway into the landscape, the separate flowing alinement and profile of each roadway of a divided highway, the flattening and rounding of side slopes, the avoidance of unsightly scars and destruction of worthwhile natural growth and the planting and other development of the roadsides. Also generally accepted are consideration in location and design to effects on communities, park lands and areas of historical and archaeological significance, the preservation of scenic views and effects on fish and wildlife habitats. In connection with the latter, attention is directed to Instructional Memorandum 21-5-63, which Mr. Whitton issued on June 12, 1963, requiring understanding with State game and fish agencies.

Items which could stand further improvement in appearance are associated with structures of several kinds. Signs and their supports need some real aesthetic thinking to improve their size, proportions and general appearance. I don't think that target value, readability and overall effectiveness need necessarily suffer.

Flat concrete walls are not pleasing in appearance even if they are carefully built and rubbed intensely after completion. Where they look well after rubbing they degenerate to normal in a year or two. The cost of rubbing might better be spent in attention to form work, pour-joint locations and careful construction for a pleasing surface. Several States have done very well in this regard.

And finally grade separation structure design could pay more attention to architectural excellence. This need not require masonry facing. But attention to proper proportion, conscious design of shadow lines and the elimination of some piers and columns usually pay off in better appearance. An encouraging recent trend is the elimination of side piers in open-end structures by lengthening spans as previously cited. A little greater floor depth is required. Reducing the number of spans can often be done at little or no additional cost. Some added cost is justified for there are benefits in addition to increased safety. These are greater openness on the highway, simpler ditch drainage and a more pleasing appearance.

As I stated in the beginning almost any item of highway design can be included in modern aspects because of constant change but of all items, the most satisfying is improved aesthetics for to the traveler this is the most satisfying, consciously or subconsciously.

Senator GRUENING. Senator Murphy, have you some questions?

Senator MURPHY. Yes, I am tempted to take advantage of the presence of these two gentlemen to ask for some advice, if I may.

In the city of San Francisco, lately, they have failed to approve a location of an interstate highway route in the city. As a result of this, \$250 million in Federal interstate highway funds would be denied to the State. Citizens of my State are disturbed over this. For example, the Alameda County Highway Advisory Committee, the Oakland Chamber of Commerce, cities and other organizations in the East Bay area, strongly urge that these funds be reallocated to the construction of the quote "Century Freeway" in Los Angeles, which can qualify as an interstate route.

I wonder if you could advise me whether this is possible, what the procedure of the appeal should be, or whether because of the denial of the use of the route, the particular route in San Francisco, that these funds are irretrievably lost to the State?

Mr. Boyd. First of all, I would like to say that the funds are not necessarily lost to the State of California, Senator Murphy; secondly, that there has been no dollar loss to California. The interstate program funds are not apportioned under a formula which allocates specific funds to States. Its fund allocation is based on cost to complete the 41,000 mile system.

Senator MURPHY. I see.

Mr. Boyd. San Francisco did not find it possible to utilize the mileage which had been established within its corporate limits to tie together the interstate system in that area. That mileage then has reverted to what one might call the bank. There are a few miles available of the 41,000 miles which have not yet been allocated, due to the necessity of having a reserve available for more precise measurements, because the mileage calculations are based on gross measurements which are not defined until the precise locations are established and the actual right-of-way obtained.

The remaining reserve mileage will be made at a later date. I will say not less than a year. At that stage of the game, the mileage will be allocated on the basis of national requirements as related to the objectives for which the Interstate System was established.

The Century Freeway, in Los Angeles, as I understand it, would qualify as a part of the Interstate System. There are many other areas which will also have requirements for additional mileage. Thus there will have to be an evaluation and establishment of priorities based on the various proposals which are made by the individual States before further allocation of mileage is made.

So I think that it is a fair statement to say that, at least with respect to our preliminary views, that the Century Freeway would be high on the list of priorities for the remaining mileage.

Senator MURPHY. Thank you very much.

Senator GRUENING. Anything further?

Senator MONTROYA. Mr. Chairman.

Senator GRUENING. Senator Montoya.

Senator MONTROYA. Mr. Whitton, I would like to ask you a few questions. The first phase of my questioning deals with the situation we have in New Mexico with respect to that portion U.S. Highway 85, which is being constructed as a two-lane highway.

You are acquainted with that situation, are you not?

Mr. WHITTON. Yes.

Senator MONTÓYA. What is the specific reason the Bureau of Public Roads has not approved the construction of a four-lane or divided highway at this particular place?

Mr. WHITTON. This is Interstate 25, isn't it Senator?

Senator MONTÓYA. Yes. That is between San Antonio and Truth or Consequences, N. Mex.

Mr. WHITTON. I believe its traffic volumes are not sufficiently large to justify the original construction of dual lane highway, but I am sure we are getting the right of way for a dual lane.

Senator MONTÓYA. Yes, you have procured right of way for the four-lane highway, but only two lanes are to be constructed now.

Mr. WHITTON. Yes, sir.

Senator MONTÓYA. Have you determined that this highway is not traveled as extensively as would create a justification for a four lane?

Mr. WHITTON. We have tried to predict, as accurately as we know how, the increasing volume of traffic on that route. I have a personal opinion, if you would like to hear it.

Senator MONTÓYA. Yes, I would like to.

Mr. WHITTON. I think we ought to have divided lane pavement on every mile of the Interstate System, for safety reasons—as Senator Cooper mentioned awhile ago—alone; I think it is justified. But I think it will take some congressional direction for us to do that.

Senator MONTÓYA. Well, do you have any objection to an amendment to the law to that effect?

Mr. WHITTON. No, sir.

Senator MONTÓYA. Would you recommend it?

Mr. WHITTON. I am speaking personally, now.

Senator MONTÓYA. Yes. Would you recommend it?

Mr. WHITTON. Yes, sir.

Senator MONTÓYA. Now what specific prohibition exists in the present law that would warrant your overriding the State highway commission in building a four-lane highway?

Mr. WHITTON. We have developed our design standards in cooperation with the State highway departments, as provided by law, and use them in all States. The standards that we feel require, traffic volumewise, a dual-lane pavement, for traffic exceeding about 4,000 vehicles a day. Under that, we build two lanes and over that, we build four lanes.

Senator MONTÓYA. Well, I am concerned about this road because it was part of the historical Chihuahua Trail from El Paso to Santa Fe. For various reasons this road has not received proper attention. As a result most people do not like to travel it because there is a better route east, through the Alamogordo complex, into El Paso. Now what specific prohibition, other than volume of travel, exists in the law that would warrant your overriding the recommendations of the New Mexico State Highway Commission?

Mr. WHITTON. Well, nothing other than the standards that we have set up in conjunction with all the highway departments as to the volume of traffic that is necessary to justify four-lane roads.

Senator MONTÓYA. Have you made any exceptions to that?

Mr. WHITTON. Some, yes, sir.

Seator MONTOYA. Under what circumstances?

Mr. WHITTON. When the section was so short, a mile or two or three in length, we did not think it was advisable to then drop down to two lanes.

Senator MONTOYA. What are the most miles of short sections for which you have made an exception;

Mr. WHITTON. Length of short sections? I don't think over 4 or 5 miles.

Senator MONTOYA. Mr. Whitton, what kind of an amendment would be required to create a mandate or an authorization for you to approve the recommendations of the New Mexico State Highway Commission, or any other State highway commission, to build nothing less than a four-lane highway?

Mr. WHITTON. Well, I feel that simply a statement that not less than four lanes of pavement should be constructed on the Interstate System would cover it.

Data developed from the 1965 estimate shows that the number of miles affected would be 1,430 and the cost \$265 million. This table shows the 15 States affected and the cost in each State.

(The table follows:)

Estimated costs for converting the 2-lane sections reported in the 1965 estimate to 4-lane sections

[Dollar amounts in thousands]

State	Miles	Total remaining cost reported in 1965 estimate to provide 2 lane sections	Total cost estimated to provide 4 lanes in lieu of 2 lanes	Cost difference (increase)
Idaho.....	117.0	\$11,220	\$22,129	\$10,909
Louisiana.....	10.2	29,524	44,089	14,565
Maine.....	107.3	58,837	89,708	30,871
Michigan.....	.5			
Montana.....	563.9	84,409	182,015	97,606
New Hampshire.....	18.3	33	8,189	8,156
New Mexico.....	59.0	15,239	27,811	12,572
New York.....	1.5		1,746	1,746
North Dakota.....	53.4	6,547	16,236	9,689
Oregon.....	4.9	46	3,576	3,530
South Dakota.....	38.6	5,390	13,227	7,837
Texas.....	250.2	71,444	104,338	32,894
Utah.....	150.9	34,161	60,586	26,425
Vermont.....	22.2	8,133	14,625	6,492
Washington.....	20.2	4,211	6,541	2,330
Wyoming.....	12.0	3,699	5,341	1,642
Subtotal.....	1,430.1	332,893	600,157	267,264
Toll sections included above:				
Maine ¹	1.7	2,581	3,257	676
Michigan ².....	.5			
New York ³	1.5		1,746	1,746
Subtotal.....	3.7	2,581	5,003	2,422
Net total (toll free).....	1,426.4	330,312	595,154	264,842

¹ I-195 toll road connection—Saco, Maine.

² I-75 International Bridge—Sault Ste. Marie, Mich.

³ I-790 toll road connection—Utica, N. Y.

Senator MONTROYA. Now taking up another phase, on page 5 of the bill, section 5, subparagraph C(4), the bill provides for an authorization for forest development roads and trails in the amount of \$85 million for fiscal year ending 1968, and \$110 million for the fiscal year ending June 30, 1969.

Now will you state briefly, Mr. Whitton, what has been your experience with the construction of forest roads under this program heretofore, and will you insert in the record for each of the last 5 years the authorizations, the actual appropriations, and the actual expenditures?

Mr. WHITTON. I will be happy to.

Senator MONTROYA. Now will you tell us, in round figures, what the figures might be?

Mr. WHITTON. These figures are set up by an agency other than the Bureau of Public Roads. The Agriculture Department sets up those figures, Senator, not the Bureau of Public Roads.

Senator MONTROYA. Well, I will ask them then.

Mr. WHITTON. Yes, they will have to support their authorizations.

Senator MONTROYA. All right.

That is all, Mr. Chairman.

Senator GRUENING. Thank you very much, Senator Montoya.

The CHAIRMAN (presiding). I wish to call attention to a letter which I have received from the senior Senator from Nevada, Alan Bible, in which he asks for information from Mr. Whitton, who has been testifying today before our subcommittee.

This letter I shall place in the record at this time.

(The letter referred to follows:)

UNITED STATES SENATE,
WASHINGTON, D.C.,
May 11, 1966.

HON. JENNINGS RANDOLPH,
*Chairman, Subcommittee on Roads,
Committee on Public Works,
United States Senate*

DEAR MR. CHAIRMAN: I will appreciate your cooperation in requesting information from Mr. Rex Whitton, Federal Highway Administrator, when he appears before your committee today. The information which I desire to have clarified and to be made a part of the official record, concerns the proposed construction of Interstate Highway I-40, and specifically that portion of the highway running from Kingman, Arizona, to Barstow, California.

For the information of your committee, officials of the Federal Bureau of Public Roads on two occasions since 1960 approved routing of this highway similar to the existing Highway Route 66, running from Kingman, Arizona, through Needles, California, to Barstow.

In 1963, the Nevada Department of Highways, in cooperation with the highway departments of Arizona and California, studied the feasibility of a revised routing for I-40 from the vicinity of Kingman, Arizona, via Searchlight, Nevada, to I-15 near Wheaton Springs, California.

On April 15, 1965, the Administrator of the Bureau of Public Roads wrote a very significant letter to the State Engineer of the Nevada Highway Department. A copy of that letter is enclosed for your committee's attention.

The Nevada State Highway Department, in turn, continued its efforts on the proposed re-routing and stated that it would be in a position to complete this section of the Interstate Route by the 1972 target date.

It is my understanding the re-routing would save approximately 114 miles of Interstate Road construction which of course would result in a substantial dollar savings to the taxpayers.

I have no intention of attempting to tell the Administrator of the Bureau of Public Roads where the Interstate Highways should be routed. This is a matter

for his engineers and I will rely upon their judgment. I also realize there are other factors which must be considered.

However, I strongly believe that if the Bureau officials believed that the re-routing of Interstate Highway I-40 was feasible as late as April of 1965, there must be compelling reasons which caused the officials to change their minds in February of 1966, when the Bureau announced that the highway would be changed and would be routed through Needles, California.

It is for this reason that I desire a clarification of this matter for the record. Your committee's cooperation in this matter will be appreciated by me.

Cordially,

ALAN BIBLE.

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., April 14, 1965.

Mr. W. OTIS WRIGHT,
*State Highway Engineer,
Nevada Department of Highways,
Carson City, Nev.*

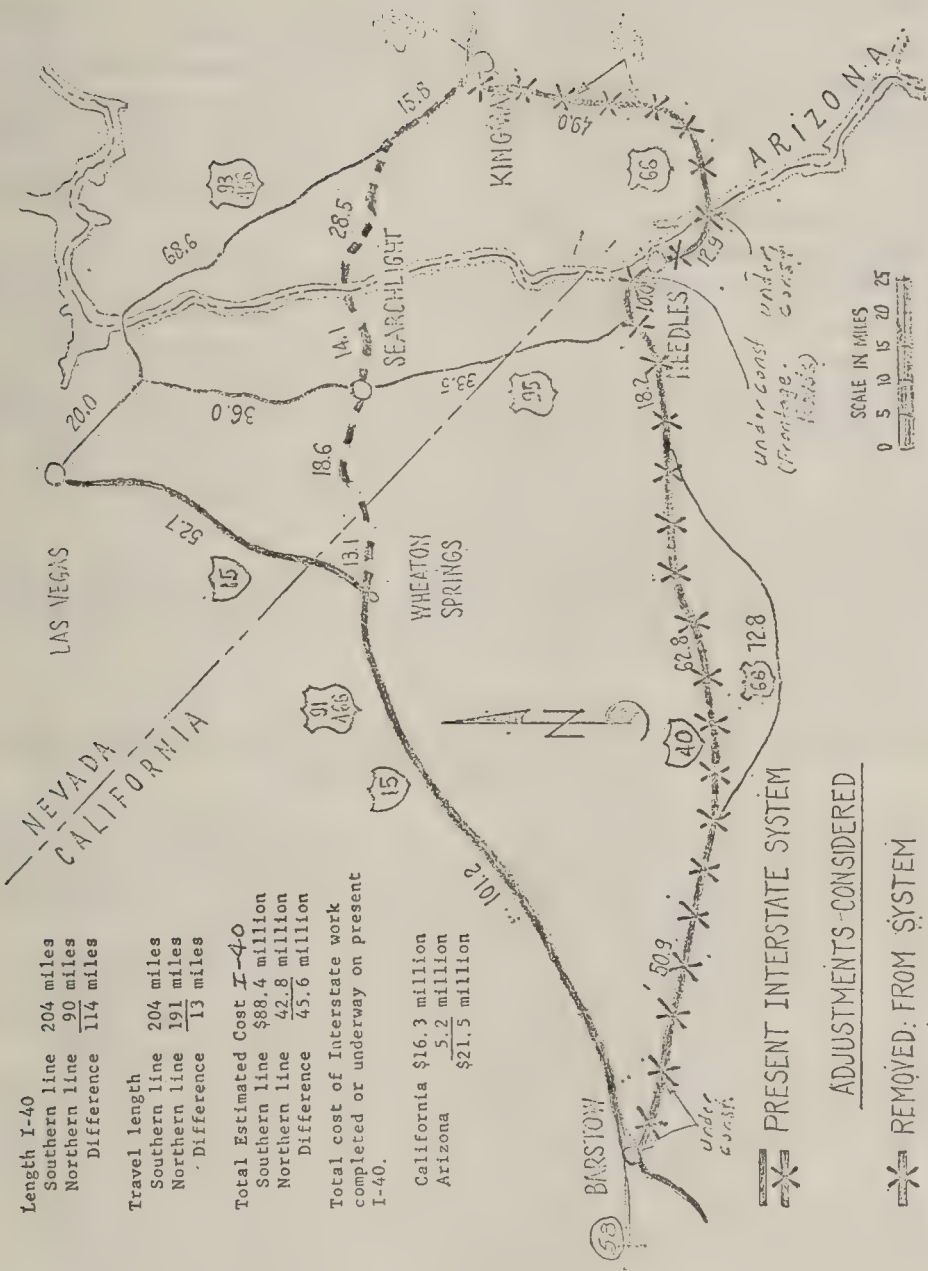
DEAR MR. WRIGHT: In 1963 the Nevada Department of Highways, in cooperation with the highway departments of Arizona and California, studied the feasibility of a revised routing for I-40 from the vicinity of Kingman, Arizona, via Searchlight, Nevada, to I-15 near Wheaton Springs, California. From an overall system standpoint such a routing would result in an arrangement much superior to the present plan in that it would permit maximum utilization of Interstate System facilities through the combined use of one Interstate freeway to accommodate two routes for a distance of about 100 miles without any sacrifice of capacity. Thus there is a significant reduction in cost through elimination of about 115 miles of construction, as well as a small reduction in the total travel distance. All of these features are identified in the study.

In order to assure that the Interstate System is developed with maximum efficiency and economy and is completed within the specified time, I believe it is necessary that we reconsider the previous plans for the System in this area. At this time it appears to us that the most promising arrangement would be to locate I-40 along a general routing from Kingman, Arizona, to a junction with I-15 in the vicinity of Wheaton Springs, California.

Because of the important reductions in dollar costs for construction in the area, and the significant reduction in required System mileage, with no loss of travel directness, I believe that this is a necessary System adjustment which we must make to meet the statutory criteria governing the Systems' selection, and so I am, therefore, asking that you initiate appropriate revision actions as soon as possible. Meantime I am instructing our Regional Engineer to withhold all approval actions on specific project proposals which would be affected by such revision. Similar requests are being sent to the States of Arizona and California.

Sincerely yours,

REX M. WHITTON,
Federal Highway Administrator.



I-40 cost figures, Barstow, Calif., to Kingman, Ariz., April 1965

Location	Length (miles)	Cost
Total estimated cost present I-40 (via Needles):		
Arizona.....	49.9	\$20,400,000
California.....	154.7	68,000,000
Total.....	204.6	88,400,000
Total estimated cost revised I-40 (via Searchlight):		
Arizona.....	44.3	22,800,000
Nevada.....	32.7	14,700,000
California.....	13.1	5,300,000
Total.....	90.1	42,800,000
Work authorized on present I-40:		
In Arizona:		
Planning and engineering.....	(1)	648,200
Right of way.....	(1)	298,018
Construction.....	9.7	4,284,607
Total.....	(2)	5,230,825
In California:		
Planning and engineering.....	+133	3,032,000
Right of way.....	+109	4,756,000
Construction.....	10.7	8,542,289
Total.....	(2)	16,330,289

¹ All (50±miles).² Totals would be misleading—duplicate mileage involved.

The CHAIRMAN. I think that Senator Cannon of Nevada will desire to go into these matters. He may make his statement at this time, and then question, presumably, both of our witnesses.

Senator Cannon?

STATEMENT OF HON. HOWARD W. CANNON, A U.S. SENATOR FROM THE STATE OF NEVADA

Senator CANNON. Mr. Chairman, I am very appreciative and very grateful to you for your kind invitation to allow me to sit with the subcommittee today as an ex officio member, and I want to thank the members of the subcommittee for their kind indulgence.

I have a brief statement I would like to read before taking advantage of your kind offer to question the witnesses. The statement is necessary to sketch the background which prompted my request to sit with the subcommittee today, and to question these witnesses.

Mr. Chairman, I have always been a strong supporter of the Interstate Highway program and have become increasingly aware of the advantages of the program in connection with my duties on the Surface Transportation Subcommittee of the Commerce Committee.

I know the overall cost of the Interstate Highway System and its final completion date are of great interest to this subcommittee.

The subcommittee is well aware that in 1961 the estimated costs to complete the Interstate and Defense System rose to \$41 billion. Early in 1965 a revised cost estimate again showed the total to be higher. The increased cost estimates prompted the President, in his message of May 17, 1965, to call for the already heavy and burdensome taxes assessed against truck transportation to be substantially increased.

After listening to the two witnesses today, I think that my statement and the inquiries are all the more pertinent, when we see that the cost of the Federal highway program, based on 1961 estimate is \$4.9 billion short, and based on the 1965, the 1961 estimate is \$5.8 billion short, for a total of \$10.7 billion short in the estimated program.

Now I have placed over here before the subcommittee a map that delineates the problems involved in my testimony.

In his budget message this year, the President noted that revenues accruing to the highway trust fund under present legislation are not sufficient to provide for the presently estimated Federal share of the cost of the Interstate Highway System and an expanded highway safety program.

It is against this background—rising costs in the vital Interstate Highway program—that I request to sit with the subcommittee this morning so I can call to the committee's attention a situation in the West which can only serve to aggravate the cost problems of the Interstate System.

I refer specifically to a decision to route a large segment of Interstate Highway 40 from Kingman, Ariz., through Needles, Calif., to Barstow, Calif.—which would have cost nearly \$50 million less—was under active consideration by the Bureau, and, in fact, had received the endorsement of the Bureau's Administrator.

I have corresponded about this problem with the distinguished chairman of the subcommittee, and have made available for each member a copy of the road routing in question, a cost summary sheet and a copy of Mr. Whitton's letter of April 1965, to Nevada Highway Department officials.

Before proceeding, Mr. Chairman, I wish to acknowledge that I have the very highest regard for Mr. Whitton and Mr. Boyd. They have difficult jobs, and, in many cases, must make difficult decisions about the location of highway routes.

The decision with respect to Interstate Highway 40 between Kingman, Ariz., and Barstow, Calif., however, represents, in my opinion, a most unwise and unwarranted action that is not in the best interest of the public. It requires 114 more miles of construction and an outlay of an additional \$45.6 million than a different route to the north—the route that had the full support of Mr. Whitton until just a few months ago.

When two highway routes are proposed, each of which would accomplish the objective, many factors must be considered before reaching a final decision. Among these considerations is cost and mileage, and even in a day of \$100 billion-plus Federal budgets, \$50 million is a large savings and should not be rejected because of local pressures.

According to 1965 estimates, the southern route for Interstate 40 would involve 204 miles of construction at a cost of \$88.4 million. And I have delineated the southern route on the map which you see right over here.

The northern route, from Kingman, through Searchlight, to Wheaton Springs, Calif., would require only 90 miles of construction and \$42.8 million—a savings of 114 miles of construction and \$45.6 million, in addition to a savings of 13 miles in overall travel length.

The northern less costly route—which Mr. Whitton endorsed slightly more than a year ago—would have yielded the large savings in mileage construction and money through the combined use of one interstate freeway (Interstate 15) to accommodate two routes for a distance of about 100 miles (from Wheaton Springs to Barstow, Calif.) without any sacrifice of capacity.

In his letter of April 1965, of which the subcommittee members have a copy, Mr. Whitton states that rerouting Interstate 40 along the inexpensive northern route “from an overall system standpoint would result in an arrangement far superior to the present (southern) plan.” He also stated that the new route would result in a “significant reduction in cost through elimination of about 115 miles of construction, as well as a small reduction in total travel distance.”

Mr. Whitton went on to say:

In order to assure that the Interstate System is developed with maximum efficiency and economy and is completed within the specified time, I believe it is necessary that we reconsider the previous (southern) plans for the system in this area. At this time it appears to us that the most promising arrangement would be to locate 1-40 along a general routing from Kingman, Arizona, to a junction with 1-15 in the vicinity of Wheaton Springs, California.

Because of the important reductions in dollar costs for construction in the area, and the significant reduction in required System mileage, with no loss of travel directness, I believe that this is a necessary System adjustment which we must make to meet the statutory criteria governing the Systems' selection, and so I am, therefore, asking that you initiate appropriate revision actions as soon as possible.

Mr. Chairman, Mr. Whitton was, in short, endorsing a plan to save more than \$45 million in Interstate Highway construction costs with no loss of capacity or efficiency in the Interstate System.

On February 3, of this year, however, in spite of his statements which I have outlined, he apparently reversed himself completely and approved the route he had indicated was not in the best public interest. Instead of selecting the northern route which would have involved 90 miles at a cost of \$42.8 million, he decided on the southern route costing \$88.4 million and requiring 204 miles.

I am aware that the subcommittee does not ordinarily involve itself in such issues, but I felt that the story of this decision, which I deem to be most unwise, should be called to the attention of the members of the committee.

I realize that a portion of the nearly \$50 million in question already has been expended on the southern route. If construction were to be halted now, however, a great amount of taxpayers' money still could be saved.

I appreciate your courtesy, Mr. Chairman, in allowing me to sit with the subcommittee today, and I am hopeful that the committee will take the necessary steps to bring about a full accounting of the decision of the Bureau of Public Roads to authorize a much longer and more costly construction project, despite Mr. Whitton's previous pronouncements that economy and efficiency demanded completely opposite action.

If I may, I would like to request at this time, Mr. Chairman, that letters from Nevada Gov. Grant Sawyer, the Las Vegas Chamber of Commerce, and the Boulder City Chamber of Commerce, all in op-

position to the costly southern route, be printed in the committee record.

The CHAIRMAN. Yes, these letters will be included at this point.
(The letters referred to follow :)

THE STATE OF NEVADA,
EXECUTIVE CHAMBER,
Carson City, Nev., April 15, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Senate Subcommittee on Public Roads,
Washington, D.C.

DEAR SENATOR RANDOLPH: We in Nevada are deeply concerned in the final decision of the Bureau of Public Roads to locate I-40 through Needles, California, instead of through Searchlight, Nevada.

I concur wholeheartedly with Senator Howard W. Cannon's request to have full hearings on this latest decision.

The rerouting of I-40 via Searchlight, Nevada, was initiated by the Bureau of Public Roads and by their own estimates would save some 114 miles of construction and 45.5 million dollars.

I recognize that the routing through Nevada would have some harmful effects on the economy of Needles, California, but it would likewise be of supreme importance to the welfare of Southern Nevada.

I am sure that you are aware of the results of all the studies that have been made so I will not detail them here. I only wish to support Senator Cannon to the fullest extent and urge that the subject be given a full review.

Sincerely,

GRANT SAWYER, Governor.

LAS VEGAS CHAMBER OF COMMERCE,
Las Vegas, Nev., April 26, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Senate Subcommittee on Public Roads,
Washington, D.C.

DEAR SENATOR RANDOLPH: The Las Vegas Chamber of Commerce would appreciate very much hearing from your office as to the reasons why the realignment of Interstate 40 was reversed by a recent decision.

We understand from Nevada's United States Senator, Howard W. Cannon, that in the future the Senate Subcommittee on Public Roads will begin hearings on the budget requests of the Bureau of Public Roads. Senator Cannon has stated to our Chamber that he intends to question Bureau witnesses on the decision to route Interstate 40 through Needles, California, rather than Searchlight, Nevada.

In July of 1965 the Las Vegas Chamber of Commerce Highway and Transportation Committee, on a recommendation endorsed by the Chamber's Board of Directors, contacted Nevada's congressional delegation in Washington, the Governor of Nevada and the State Highway Department. We recommended that Interstate 40 be realigned through Searchlight, Nevada. The reasoning behind our recommendation is as follows:

(1) That such a rerouting would eliminate 100 miles of freeway, thus saving our taxpayers some 30 million dollars.

(2) That such a realignment would bring additional tourist traffic to the southern Nevada area. Since tourism is our major industry here we are vitally concerned with the effect on our economy of such additional traffic.

Through the latter months of 1965 we pursued this matter of realignment with our congressional delegation. We had indications from Washington that such a rerouting through Searchlight had a good chance of taking place. We were, therefore, quite amazed to read the press release from Washington noting that this important travel link would go through Needles, California, instead.

In view of that decision, we would certainly appreciate learning some of the reasons for the change in plans for Interstate 40.

Your assistance in this matter will be greatly appreciated by everyone in this area who is concerned with our number one industry—tourism.

Yours very truly,

For the Board of Directors:

FRANK E. SCOTT, President.

Boulder City Chamber of Commerce,
Boulder City, Nev., March 8, 1966.

Senator PAT McNAMARA,
Chairman of the Senate Committee on Public Works,
Washington, D.C.

DEAR SIR: The Boulder City Chamber of Commerce and the Boulder City Council are much concerned over the decision to overrule the original plan to route interstate 40 through Searchlight, Nevada.

We are concerned with two major questions:

1. We would like to know why, in view of our commitments overseas, we can justify the extra expenditure of \$45.6 million that it will cost to use the southern route through Needles, California.

2. Since the intent of an interstate cross country freeway is to get traffic from one point to another in the least distance and elapsed time, how can we justify the decision to use the Needles route with the increased distance of 114 miles and 1½ hours longer driving time.

We hope you will not overlook these practical and economic aspects of this program.

We would be pleased to hear from you, that we may have a better understanding of this problem from your point of view.

Sincerely yours,

JOHN A. BATCHELOR,
President, Chamber of Commerce and Mayor of Boulder City.
F. M. DOOLITTLE,
Director, Chamber of Commerce and City Manager of Boulder City.
DR. JAMES B. FRENCH,
Director, Chamber of Commerce and City Councilman.
JANICE JONES,
Director, Chamber of Commerce and City Councilman.
JAKE DIELMAN,
Member, Chamber of Commerce and City Councilman.

Senator CANNON. And if I may, Mr. Chairman, now I have a few questions that I would like to propound to Mr. Whitton.

The CHAIRMAN. I am sure that Mr. Whitton desires to be cooperative. I discussed this matter with him as well as with Secretary Boyd. Please proceed, Senator Cannon; I know that the interest of you and your colleague, Senator Bible, is very intense in this matter.

It is a bit unusual, but I think that it is in keeping with what the committee and the subcommittee would want. To permit a Member of the Senate to bring to its attention a matter which he considers so very important.

Mr. BOYD. Mr. Chairman, Senator Cannon.

The CHAIRMAN. I believe, as I did talk with the Under Secretary earlier, you might, before questions, Mr. Under Secretary, and Mr. Administrator, want to make a reply to the statement itself.

Senator CANNON. That might be in the best interest.

Mr. BOYD. My sole purpose in interjecting myself at this stage, Mr. Chairman, is to put on the record the fact that I take complete responsibility for the decision, and I just wanted that on the record before Senator Cannon undertook to question Mr. Whitton.

The CHAIRMAN. I see.

Mr. BOYD. I do have a statement which I would like to read at the proper time, but it makes no difference to me.

Senator CANNON. Do I take it by that that you are referring to the decision reversing Mr. Whitton's initial decision?

Mr. BOYD. The decision to locate the route through Needles.

Senator CANNON. At its proposed location?

Mr. BOYD. Yes, sir. I take that full responsibility.

Senator CANNON. Thank you, Mr. Chairman; do I assume that the testimony given by the witness is the same as though it were given under oath, here? I notice that you have not sworn the witnesses. I am just asking that as a procedural matter. In some of our committees, we swear them, and in some we do not.

The CHAIRMAN. I see no need to swear the witnesses. It has never been our policy, to my knowledge, to swear our witnesses.

Senator CANNON. Then testimony given will be presumed to be under oath. Is that correct?

Senator GRUENING. Mr. Chairman, is it all right to swear at them, if we don't swear them? [Laughter.]

Senator COOPER. Mr. Chairman.

The CHAIRMAN. Senator Cooper.

Senator COOPER. A witness either testifies under oath or he does not testify under oath, but in this case, unless there is some strong reason, I see no reason why we should put these witnesses under oath. They have come up here to testify about the highway system, we have asked them to come here, and that is just my advice as ranking minority member of the committee.

The CHAIRMAN. Does any other subcommittee member wish to be heard?

Senator Murphy?

Senator MURPHY. I would like to concur with Senator Cooper. I feel certain we can assume that the opinions, the reasoning, and the evidence before this committee will be factual and honest; I see no necessity. As far as I have learned in my short experience in the Senate, it is not the custom in a hearing of this kind to put witnesses under oath.

Senator CANNON. Mr. Chairman, that was just simply my question. I make no such request. I am just simply asking what the procedures of the committee are. As you know, some committees do swear them, and some do not. In the Armed Services Preparedness Subcommittee, witnesses are always sworn, and in some other committees they are not.

This was simply a question to find out what the procedures are.

The CHAIRMAN. Senator Cannon, ordinarily the subject matter we would be discussing would not lend itself to the taking of oaths, and we will proceed with the matter of the answers being considered, as, of course, official.

Senator CANNON. Thank you, Mr. Chairman.

Mr. Whitton, would the selection of the less costly northern route referred to in your letter of April 1965 cause any loss of capacity or efficiency in the Interstate System, in your opinion?

Mr. WHITTON. In my judgment, it would not.

Senator CANNON. Would the selection of the northern route result in substantial savings, and I mean in millions of dollars, even though some of the estimated \$45.6 million saving you alluded to has been expended?

Mr. WHITTON. There would be some saving; yes, sir.

Senator CANNON. And when you say some saving, would that be in the millions of dollars?

Mr. WHITTON. Yes, sir.

Senator CANNON. In your opinion, would it probably be in excess of \$25 million, or thereabouts?

Mr. WHITTON. In that neighborhood. I would not want to say exactly in excess. I would say in the neighborhood of \$25 million.

Senator CANNON. Now in your letter of April 1965, you stated that the Bureau wanted to assure that the Interstate System is developed with maximum efficiency and economy, and is completed within the specified time.

Now I would like to ask you whether or not the decision to route the road to the south is a repudiation of the principles of efficiency and economy?

Mr. WHITTON. That is a matter of judgment.

Senator CANNON. What is your opinion on it? In your opinion, does that—

Mr. WHITTON. I stated my opinion in my letter, Senator, that I thought the most efficient route for the service of traffic was the northern route. Of course, there are many other factors that have to be taken into consideration, and I was stating my opinion on the basis of the factors that I was then considering.

Senator CANNON. Do you still stand by that opinion, that the northern route is the most efficient and economically the best route?

Mr. WHITTON. I think it is the most efficient route, Senator, and economical, for the people who are going to use the route. There is another factor that now has to be considered, and that is the economy of the area that it passes through. Those factors have to be weighed.

Senator CANNON. Well, is the economy of the area that the Federal highway system passes through one of the criteria that is used in the planning factor?

Mr. WHITTON. Yes, it is. The law says that equal consideration shall be given to local services.

Senator CANNON. To local services, but not to the economy of the area?

Mr. WHITTON. Well, I think the economy of the area should be one of the factors; yes, sir.

Senator CANNON. Well, now, in your letter of April 1965 you stated that the northern route quote, "was far superior" to the southern route. If it was far superior in April of 1965, in your opinion, is it still far superior today?

Mr. WHITTON. Considering the factors that I considered when I wrote the letter, yes, I think so, Senator.

Senator MURPHY. Would the Senator yield for a question?

Senator CANNON. I will, just as soon as I have completed my questions.

Senator MURPHY. I just wanted to complete this particular answer.

Senator CANNON. I will yield just as soon as I complete my questions to Mr. Whitton, and then be glad to answer any questions.

Senator MURPHY. Thank you.

Senator CANNON. Now, Mr. Whitton, the decision that was announced a few moments ago, was that decision based on any independent judgment, or were you directed to write your letter authorizing the more costly southern route?

Mr. WHITTON. I think Mr. Boyd said a while ago that he took responsibility for the decision in this matter, and I would prefer that

Mr. Boyd explain the procedures that he went through and the steps that he took to convince him that the southern route was the most—was the better route. He did advise me by letter to approve the southern route.

Senator CANNON. I see. And then the selection of the southern route was not your independent judgment and decision?

Mr. WHITTON. No, sir.

Senator CANNON. Now, I will be very happy to yield to the Senator from California for his questions.

Senator MURPHY. Well, in the record, my question had to do with the witness' answer. It says he had selected the route for certain considerations, and I wanted him to elaborate on the considerations.

I wanted to ask is the highway near Needles, for getting from one geographical location to another, by the shortest, quickest, route or is it one of service?

Always there is an assumption that it would not affect the highway traffic. There is already an established area, which I believe had something to do with it, a town called Needles, which would be completely bypassed. Now is it assumed that everybody wants to go from Kingman to Barstow, or is it possible that some people want to go from Kingman to Needles, and then to Barstow, or from Barstow to Needles to Kingman, and is it assumed that all the traffic on this highway only goes from Kingman straight through to Barstow without any intermediate stop?

Was service part of the consideration, or was your judgment made merely on the basis of dollars and miles—

Mr. WHITTON. I would say both, Senator Murphy. We considered the fact of the cost and the travel distance for the people going from Kingman to Barstow; we also considered the volume of traffic, volume of traffic that would use the shorter route, as well as the volume of traffic that would continue to go to Needles.

Senator MURPHY. What was the difference, percentagewise?

Mr. WHITTON. I can't give you that answer.

Senator MURPHY. Could you approximate it?

Mr. WHITTON. I can furnish it for the record.

Senator MURPHY. Was it 10 percent, or 15 percent, or—

Mr. WHITTON. I would not guess on it, Senator.

I will furnish it for the record.

(The information requested follows:)

Based on a 1964 traffic count and a 1953 origin-destination study, it is estimated that 2,700 through vehicles per day crossed the Colorado River Bridge in 1964. About 1,100 of these did not stop between Barstow and Kingman. Of the remaining 1,600, about 10% stopped at Needles for lodging, about 15% stopped at Needles for food and about 75% stopped at Needles for automotive services.

If the Searchlight Route were built, it is expected that of the through vehicles which stop for services between Barstow and Kingman in 1985 about $\frac{2}{3}$ would use I-40 and about $\frac{1}{3}$ would use U.S. 66.

Senator MURPHY. I merely asked for a clarification of the reasoning that caused the decision.

Senator CANNON. Well, I think perhaps you are asking the wrong witness, because Mr. Whitton still says the northern route is the best route.

Now I think, Mr. Chairman, it might be well to have Mr. Boyd put his statement in.

Senator MURPHY. If the Senator will forgive me, I was merely asking to qualify the answer from the witness that the Senator had asked. He said under the considerations that he had decided the northern route, and I was trying to ascertain what exactly, in his judgment, were the considerations. Was it a matter of going from Kingman, Ariz., direct to Barstow, or was consideration given to the public who might want to go through Needles, or have business in Needles, or stop along the way, which I used to do when I used to drive back and forth, because there was only one road.

Senator CANNON. I just was going to say, if the Senator would refer to Mr. Whitton's letter of April of 1965, I think he states what the considerations there are. When he says that the northern route is the most promising, that the system is required to be developed with the maximum efficiency, and is completed within the specified time, and, therefore, that he believes it is necessary that we reconsider the previous plans for the system in that area; and where he says further, at this time, it appears to us that the most promising arrangement would be to locate Interstate 40 along a general routing from Kingman, Ariz., to a junction with Interstate 15 in the vicinity of Wheaton Springs, Calif.

Now, Mr. Chairman, I think it would be helpful in this if Mr. Boyd made his statement.

The CHAIRMAN. The letter to which you have referred was a letter attached to the communication of Senator Bible. Of course, we have not had access or we have certainly not interested ourselves at this point in a study of that correspondence. It is certainly agreeable to have it read.

Senator MURPHY. Mr. Chairman, I was only interested from the standpoint of consideration, whether it is merely the mechanics, or whether public interest also enters into the consideration.

The CHAIRMAN. Mr. Under Secretary, why don't you proceed with the statement you have on the Interstate Highway 40. I understand it is quite short.

**STATEMENT OF HON. ALAN S. BOYD, UNDER SECRETARY FOR
TRANSPORTATION ON LOCATION OF INTERSTATE HIGHWAY 40
BETWEEN BARSTOW, CALIF., AND KINGMAN, ARIZ.**

Mr. BOYD. Yes, Mr. Chairman, and I would like to read it, if I may. I also say with considerable diffidence that I disagree with Rex Whitton on the most efficient routing, and will submit figures to indicate my calculations as to how I arrived at the decision I did.

I am glad to discuss the routine of Interstate Highway 40 between Barstow, Calif., and Kingman, Ariz. Over a period of more than 20 years the Federal Government has on several occasions evaluated alternative locations for a nationally designated east-west highway connecting the Los Angeles area with a route traversing the northern half of Arizona. In each case the corridor paralleling the present location of U.S. 66 highway route via Needles, Calif., has been selected over other locations.

The study by the National Interregional Highway Committee provided the basic concept for the development of the presently authorized National System of Interstate and Defense Highways. The report of this study, which was submitted to the Congress in January 1944, included an interregional highway route between Barstow and Kingman located along the general corridor of U.S. 66. Following adoption of the Federal-Aid Highway Act of 1956 which authorized financing of the Interstate program, California and Arizona conducted surveys and studies, held public hearings on, and recommended a location for I-40 generally along existing U.S. 66 between Barstow and Kingman. Following the approval of this routing by Federal Highway Administrator Tallamy in December 1960, the two States proceeded with planning, land acquisition, and a limited construction program for the 200-mile route.

The 1956 Highway Act directed that design of the Interstate System accommodate the types and volumes of traffic forecast for the year 1975. Statutory amendments in 1963 extended these design requirements to accommodate anticipated traffic for the 20-year period following approval of the project. Because of this and other amendments, and in keeping with its desire to consider new or changing conditions and techniques for improvement of safety and economy, the Department has continually reviewed the location and design of the Interstate System. Such a review of the I-40 Barstow-Kingman segment was undertaken in 1963. Following this review, Federal Highway Administrator Whitton again approved the initially designated location with the result that substantial Federal and State expenditures then were committed to the construction of the highway in this corridor to interstate standards.

As part of this continuing review process another reappraisal of the Barstow-Kingman segment of Interstate Highway 40 was undertaken in April 1965. We were aware that development already had begun on the earlier approved route, but believed further review was justified. A thorough and careful up-to-date survey of the two alternate routes including safety and economic aspects of each were made by the Department. Detailed discussions were held with the States concerned. In addition, numerous on-site inspections of alternate routes were made by Federal officials. The prospective economic impact upon the local communities of alternative locations also was given careful study.

On completion of the latest evaluation I carefully reviewed all consideration relating to the two alternative routes, the northern corridor via Searchlight, Nev., and the U.S. 66 or southern corridor via Needles, Calif. Accordingly in February 1966, the States were advised of the reaffirmation of the approved corridor via the U.S. 66 route. As Under Secretary for Transportation, I take full responsibility for this decision.

My action is based on the following considerations:

- (1) The magnitude of public and private investment in highway related business in the U.S. 66 corridor made after approval of the I-40 alignment were substantial. Our studies found that the investment made since 1960 demonstrated that the local communities had shown ample good faith in the Federal Government's earlier decisions.

Correspondingly, we believe this imposed a moral obligation on the Federal Government which must be given consideration to reaffirm its earlier decisions.

Relocation requirements are a matter of serious concern in Federal public works program. While the construction of either I-40 alternative would not involve any major removal of residential or commercial buildings, the adoption of the northern route could disrupt the stable employment of a number of those residing in the southern corridor.

(2) Net savings in construction costs over life of highway are not a significant consideration. We recognize that adoption of the northern route will provide immediate gross savings in construction costs. However, a detailed examination of all costs associated with each route over the long term shows that the possible net savings in construction costs by adoption of the northern route are so diminished that this factor is no longer a significant consideration. One factor influencing this conclusion is the amount of funds already committed to the completion of the southern route. Of the 205 miles of highway on the southern route, preliminary engineering has been completed for 183 miles, all right-of-way has been acquired for 159 miles and construction is underway on 20 miles, including a major structure over the Colorado River. An attachment to this statement provides a summary of this cost data.

A second important factor equalizing the long-term costs of the two routes is the requirement to maintain U.S. 66 as a primary Federal-aid route if the northern route is designated as the interstate corridor. Thus, while there may be an initial reduction in the requirements for reconstruction, maintenance and policing of U.S. 66, the cost of these operations would not be eliminated with the designation of the northern corridor for I-40. Furthermore, while it is estimated that such designation would divert 65 percent of the present U.S. 66 traffic to the north, the remaining traffic is estimated, at normal growth rates, to increase in 15 or 20 years to a volume that would exceed the capacity of U.S. 66 in its present condition.

We recognize that the adoption of the northern route contemplates a considerably shorter length of new construction, 90 miles from Kingman to Wheaton Springs, as compared to 205 miles of new construction via the southern route. While this decrease in the length of new construction is achieved by utilizing 101 miles of existing I-15 between Barstow and Wheaton Springs, there is as a result of this mileage reduction a supplemental increase in the overall construction costs because of requirements for the earlier construction of additional lanes on I-15 to accommodate the combined I-15 and I-40 traffic.

(3) Increased user cost resulting from congestion on northern route. Another serious objection to the northern corridor, resulting from the proposed combination of Routes I-15 and I-40 between Wheaton Springs and Barstow, is the relative congestion resulting from the overall traffic flow on this segment. Widening I-15 from four to six lanes and the addition of climbing lanes on hills may lessen this congestion but cannot eliminate it, especially at peak periods. It is estimated that user costs of the northern route could be so increased by this congestion that user savings possible by adoption of the southern

route may range from \$10 to \$20 million annually in 1985. Thus, over the next 20 years the user benefits possible by the adoption of the southern route will greatly offset any excess construction cost of this route.

(4) Travel times and distances. The Department of the Army was solicited for evaluation of the national defense aspects of the alternative routes. It observed that the construction of an additional bridge across the Colorado as required by the northern route would have some defense value. Otherwise the military service reported that from the standpoint of traveltime and distance the two routes were approximately equal. We also find that the time and distance differences in traveling the two routes are of no serious consequence to nonmilitary traffic.

(5) Existing legislative directives. One other major consideration should be stressed. The law establishing the Interstate System declared its prompt and early completion to be essential to the national interest. In the attainment of this objective, subsection 101(b) of title 23, United States Code requires:

Insofar as possible in consonance with this objective, existing highway located on an interstate route shall be used to the extent that such use is practicable, suitable, and feasible, it being the intent that local needs, to the extent practicable, suitable, and feasible, shall be given equal consideration with the needs of interstate commerce.

This briefly covers our major conclusions. We have developed a great amount of information on these and other considerations. If you wish, I would be glad to prepare a more detailed statement for the record.

In that connection, I would like to make a statement on the cost and cost differentials, according to our studies.

The estimated construction costs total for the southern alternate via U.S. 66 and Needles, Calif., \$88.4 million. The total for the northern alternate route via Searchlight, Nev., \$42.8 million. A gross difference of the northern route of \$45.6 million. Less the cost of commitments to April 1965, for the southern alternate, \$21.6 million, immediate gross savings, in construction costs by adoption of the northern route is therefore \$24 million, from which we deduct additional expenditures required for the northern route to widen 101 miles of I-15 from four to six lanes, and add climbing lanes on hills, the cost of \$13.1 million, with a net saving, therefore, excluding the additional cost of improving and maintaining the southern route as a primary Federal-aid highway, \$10.9 million.

Inasmuch as only 20 miles of U.S. 66 is presently under construction to Interstate standards, the remaining two-lane section would become deficient in about 10 years, and improvement to multilane standards should be completed within 20 years, whether or not the northern route is adopted. The cost of these required improvements on U.S. 66 plus the maintenance and operation of the southern route are estimated to offset any remaining net savings in construction costs of the northern route.

Highway user costs have been computed for both routes, based on accepted factors from AASHO manuals. The combination of the lighter I-40 traffic with the heavier I-15 traffic between Barstow and

Wheaton Springs will result in congestion which creates an increase in highway user costs for the northern route. The widening of this section from four to six lanes will result in some reduction in user costs. However, by 1985 it is indicated that annual user savings in the magnitude of \$10 to \$20 million may result from adoption of the southern route.

Those are the factors on which I based my decision, Mr. Chairman and members of the subcommittee.

The CHAIRMAN. Thank you, Mr. Under Secretary.

Is there further questioning?

Senator CANNON. Yes, I have just a few.

Now, Mr. Secretary, I note that you say that the cost savings on the initial construction, because of the commitments on the southern route, would not be a significant consideration. According to your figures, that is about \$24.1 million. Do you not consider that a significant consideration?

Mr. BOYD. Senator Cannon, that \$24 million is stated as the immediate gross savings. The net saving is \$10,900,000.

Senator CANNON. Don't you consider that a significant saving, a significant consideration?

Mr. BOYD. Yes, sir, I certainly do; but you have to bear in mind, Senator, that we are looking at this in the context of not only the immediate cost of construction, but the impact on the economy in the future as a result of where the route is constructed.

Senator CANNON. Well, now, as a matter of fact, I would like to discuss that a little. On that southern route, isn't the only impact on the economy at Needles, Calif.? Is there any other place along there—

Mr. BOYD. I am talking in terms of user costs.

My answer was not related solely to the impact on a local economy. I quite agree with you that, so far as I know, the only impact on a local economy is in the Needles vicinity. What I am talking about is the impact on the users of the highways, the cost impact.

Senator CANNON. Well, now, you say that the cost impact on the users is less, going the southern route, than it is the northern?

Mr. BOYD. Yes, sir.

Senator CANNON. For what reason again? They travel further, a longer distance, do they not?

Mr. BOYD. That is true, but they also travel on a more congested route.

Senator CANNON. Now Mr. Whitton, in his letter of April 14, says, and I quote:

From an overall system at the present time, such a routing would result in an arrangement much superior to the present plan, in that it would permit maximum utilization of interstate system facilities through the combined use of one interstate freeway to accommodate two routes for a distance of about 100 miles without any sacrifice of capacity.

Now do you disagree with that statement of Mr. Whitton's?

Mr. BOYD. Yes, sir. Yes, sir.

Senator CANNON. Mr. Whitton, may I ask you, was a study made on which you based this letter? You refer to a study in your letter.

Mr. WHITTON. Yes, sir.

Senator CANNON. Who made that study?

Mr. WHITTON. The Bureau of Public Roads.

Senator CANNON. The Bureau of Public Roads?

Mr. WHITTON. Yes, sir.

Senator CANNON. And that was as a result of a study made by the Department?

Mr. WHITTON. Yes, sir.

Senator CANNON. And it is your contention that that is an incorrect assumption, then, Mr. Boyd? Is that correct?

Mr. BOYD. Well, I am not sure that I make that contention. The study on which I based my information was done after the study that Mr. Whitton is referring to.

Senator CANNON. And as a matter of fact, it was made after the decision to adopt the southern route when I contacted your office over there, was it not?

Mr. BOYD. No, sir. No, sir.

Senator CANNON. When was that study made, the second study?

Mr. BOYD. I asked for—this came to my attention sometime last fall, Senator Cannon, and I asked the Bureau to give me an evaluation, and I asked my own staff to give me an evaluation.

Senator CANNON. Would you supply for the record the dates of when that study was completed that you refer to?

Mr. BOYD. Yes, sir. Yes, sir. The reports of the two studies were submitted to me within days of each other. The report of the findings and recommendations of Mr. Whitton and his staff was dated January 10, while the report prepared independently by my staff was dated January 13, 1966.

Senator CANNON. Now, do I understand your testimony to be that the Department of Defense said that the northern route would have the added advantage of another bridge over the Colorado River for defense purposes?

Mr. BOYD. Yes, sir.

Senator CANNON. Don't you agree that that is a significant consideration?

Mr. BOYD. No, sir.

Senator CANNON. You do not?

Mr. BOYD. No, sir.

Senator CANNON. In other words, you do not agree with the Department of Defense, then, on that defense matter?

Mr. BOYD. Well, you are asking me two different things, Senator. I agree that it is an added value. That is what the Department of Defense said. They did not say it was a significant value.

Senator CANNON. It was an added value, but they did not agree that it was a significant value?

Mr. BOYD. The Department of Defense stated that it "would potentially have some defense value."

Senator CANNON. Now you made the statement that investments along the Highway 66 corridor were substantial. Do you have the dollar value of that?

Mr. BOYD. I have it in my office. It runs into several millions of dollars. I can provide that for the record. I do not have it.

Senator CANNON. All right, Mr. Chairman, I would like for that to be provided for the record.

The CHAIRMAN. Yes.

Senator CANNON. And also the statement as to how that estimate was arrived at. In other words, did your Department arrive at it, or was that officially by the chamber of commerce?

Mr. BOYD. I will be glad to provide that for the record.

(Subsequently the following information was submitted:)

At our request the highway departments of Arizona and California surveyed highway related business developments along the right-of-way of the proposed I-40 for the period 1957 through part of 1965. This data was in turn reviewed by Federal field personnel prior to its transmittal to the Department's Washington offices.

A significant increase in total investments in highway related businesses is reported for the four years following initial approval of the route. In fact it is almost double that of the preceding four years. The average annual investment for the 1957-1960 period was \$611,000 and compares to \$1,191,000 for the 1961-1964 period. These are comprised of 59 businesses with an average total investment of \$130,000 each. Thus the \$4.8 million of investment since formal approval of the southern route represents a \$2.3 million increase over the \$2.4 million for the four-year period prior to approval. An increase of this magnitude is greater than the normal growth rate for a Federal aid route, and unquestionably represents some anticipation of increased business from the upgrading of U.S. 66 to I-40 standards.

Senator CANNON. And you also said that this would result in some loss of employment in the Needles community. Would you supply those figures for the record, please?

Mr. BOYD. Yes, sir. I am not sure that we have finite figures there. But I will provide whatever we have.

(Subsequently, the following information was submitted:)

The present number of highway related business establishments in Needles as of mid-1965 are summarized as follows:

Cafes and fountains-----	10
Motels and hotels-----	25
Service stations-----	29
Garages-----	4
Retail stores-----	2
Wholesale distributors-----	2

As an example of the serious loss of employment that the relocation of I-40 might create, there are presently 29 service stations to accommodate U.S. 66 traffic. It is estimated that only five would be required to serve the 5,000 residents of the area, meaning about 85 percent of this business is dependent on through traffic on U.S. 66.

Senator MURPHY. Mr. Chairman.

The CHAIRMAN. Yes, Senator Murphy.

Senator MURPHY. Mr. Chairman, I have a statement made by Governor Brown of California, which is dated on July the 19th, 1965, in which he said, "In this regard, it is estimated that 30 percent of the economy of this community"—that is Needles—"a community of 4,600 persons, is dependent upon services provided to the motoring public."

Senator CANNON. Mr. Boyd, does the proposed routing of the highway go right through Needles, or does it go around it?

Mr. BOYD. I will have to defer to Mr. Whitton on that.

Mr. WHITTON. It goes along the edge of Needles.

Senator CANNON. Yes. In other words, it is not an open-access highway, through the center of the town of Needles, such as Highway 66 is now?

Mr. WHITTON. It is a controlled-access highway, Senator.

Senator CANNON. The same as——

Mr. WHITTON. It will be to interstate standards, yes; controlled access.

Senator CANNON. I believe that is all I have, Mr. Chairman.

Mr. Chairman, I want to thank you very much again for permitting me to appear, and I hope the committee will give full consideration to this record, as it is established.

The CHAIRMAN. Senator Cannon, I assure you that the subject matter is important to the members of the subcommittee, and we will study the testimony, and we are appreciative of the fact that although this is not the procedure that we usually follow, that this is a forum in which we could properly discuss, as we have this morning, the routing of the road or roads that are important to the States of Nevada and California.

Thank you, Senator Cannon, for helping the subcommittee, and I also express appreciation to the Under Secretary and the Administrator for responding, and the information that they will supply for the record in a more complete answer to certain questions, of course, will be incorporated.

Senator COOPER. May I comment there?

The CHAIRMAN. Yes.

Senator COOPER. I may say while I think these matters of routing are important to the committee and important to the Congress, I do not wish to express any viewpoint as to this except to ask these two questions:

One, is it customary to have or have there been many incidents in which the Secretary of Commerce or the Under Secretary of Commerce has overruled a decision of the Administrator regarding the location of a segment of the Interstate System?

Mr. BOYD. I will have to ask; I will defer to Mr. Whitton on this, Senator. He has been at it longer than I have. I don't recall.

Senator COOPER. I know there are many controversies about routings of segments of the Interstate roads. There have been several in my own State, which I am familiar with. I just ask that question.

Mr. WHITTON. Senator, I am not trying to evade the question, but to the best of my knowledge, this is the only case. I am not swearing to that on oath, either, Mr. Chairman. But to the best of my knowledge at this time, this is the only case.

The CHAIRMAN. I think that is an adequate answer. You may wish to supplement it later.

Mr. WHITTON. I will be happy to. We have had many discussions about road locations with the Department, with the Secretary and the Under Secretary. But I don't recall any other such case. Do you?

Mr. BOYD. No.

Senator COOPER. Then as you say that while you cannot remember any case in which the decision was overruled, you would say also that possible routings, proposed routings, are discussed at times with the Secretary and the Under Secretary?

Mr. WHITTON. Many times, they have been discussed with the Secretary and the Under Secretary. During my 5 years and some months here, we have discussed location many times, and they have been very important decisions, in my judgment, that were made by that method.

Senator COOPER. I assume you mean that, if a controversy should arise of great importance, it is referred to the Secretary or the Under Secretary?

Mr. WHITTON. Yes, sir.

Senator COOPER. For their consideration and for possible decision?

Mr. WHITTON. That is right. On my own election, I have taken problems of location to Mr. Boyd, and Mr. Connor, and to Mr. Hodges, and Mr. Martin, previously. There is no hesitancy on my part to seek advice about road locations. They are not a two plus two equals four proposition. There are many factors and many judgments that should be taken into consideration.

The CHAIRMAN. Well, in West Virginia, we never have unanimity on a matter of this kind. I can assure you of that.

Mr. WHITTON. Yes, sir; it is a little bit difficult to come by.

The CHAIRMAN. Thank you very much.

Senator GRUENING (presiding). Secretary Boyd and Mr. Whitton, I think this will conclude our hearing today, and as stated by the chairman, at the appropriate time, we are going to ask you gentlemen to come back.

Mr. BOYD. Thank you, Mr. Chairman.

Senator GRUENING. The meeting is recessed.

(Whereupon, at 12:03 p.m., the subcommittee recessed, subject to call of the Chair.)

FEDERAL-AID HIGHWAY ACT OF 1966

THURSDAY, MAY 12, 1966

U.S. SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 4200, Senate Office Building, Senator Jennings Randolph (chairman of the subcommittee) presiding.

Present: Senators Randolph, Gruening, Montoya, Harris, and Murphy.

Also present: Richard B. Royce, professional staff member.

The CHAIRMAN. Come to order, please.

Mr. Shumate, and Mr. Johnson, we are delighted to have you.

Mr. SHUMATE. Good morning, Senator.

The CHAIRMAN. Mr. Shumate, if you and Mr. Johnson will proceed as you desire, the subcommittee will be very happy to hear your testimony. We know we will be helped by your counsel.

STATEMENT OF CHARLES E. SHUMATE, PRESIDENT, AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS; ACCOMPANIED BY A. E. JOHNSON, EXECUTIVE SECRETARY

Mr. SHUMATE. Thank you, Mr. Chairman. Our statement is rather short and, with your permission, I would like to read it.

The CHAIRMAN. Please proceed.

Mr. SHUMATE. Mr. Chairman and members of the committee, I am Charles E. Shumate, president of the American Association of State Highway Officials and chief engineer of the Colorado Department of Highways.

As president of the association, I have the honor of appearing before you as a representative of the State highway departments, and I am accompanied this morning by Mr. A. E. Johnson, executive secretary of the American Association of State Highway Officials.

We appreciate the opportunity of appearing before you and to express our views on S. 3155, referred to as the Federal-Aid Highway Act of 1966.

We shall address our remarks to the subject matter in the order that it is contained in the bill.

SECTION 2. REVISION OF AUTHORIZATIONS OF APPORTIONMENTS FOR THE INTERSTATE SYSTEM

Section 2 would reschedule Interstate System authorizations for the 1968 and subsequent fiscal years to make a total of \$42 billion in authorizations for the Interstate System program.

We note that an additional year authorization is included, beyond existing legislation, that being the one for the 1972 fiscal year.

We also note that the level of authorizations are oriented to administration's proposed additional revenues, to be derived from increases in diesel fuel taxes and motor truck gross weight taxes, plus an extension in the life of the highway trust fund for a 5-month period, that would end February 28, 1973.

This, in effect, would postpone the presently scheduled completion date of the Interstate program from October 1, 1972, to February 28, 1973, which would, in effect, due to weather conditions, extend the actual completion into or through the following construction season.

We note that the total of the revised interstate authorizations would finance only the \$5 billion deficit in Federal funds, as reflected in the 1965 interstate cost estimate.

In our opinion, the schedule of authorizations is not sufficient to complete the program, as there are other appreciable costs involved.

It is important to the State highway departments that the probable completion date of the presently designated Interstate program be put into final focus, based on the best information that is available as to the probable final cost, and the availability of Federal funds to finance the program.

The State highway departments must have this information for their planning, scheduling their workloads, assigning skilled personnel, and arranging for necessary State funds, in order to continue an orderly highway improvement program that the public need requires.

We have no particular objection to the revision of subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as it appears in the bill, is that is what the Congress might wish to approve at this time, but we do bring up the fact that it will have to be revised again to complete the program.

You may wish to do this at some subsequent time, when later information might be available as to the final cost.

You will recall that our association last year introduced into the record of this committee testimony that highway construction costs are rising, and that it would represent a rather significant amount between now and the completion of the program.

We believe that we were the only ones to bring this matter to your attention, and we believe now that it is rather evident to everyone that we will have increasing costs. It is a little over \$3 billion, based on present trends.

The 1965 cost estimate, as you remember, was based on 1963 contract prices and there is evidence, at this time, that costs have been going up at an approximate rate of $2\frac{1}{2}$ percent per year.

Added emphasis on community value and esthetic features, involving rather substantial amounts of money must also be considered, especially in urban areas. We refer to items that will be financed from construction funds, and not beautification moneys. A survey of the State highway departments indicates this item, along with added lanes, interchanges, and updating some existing sections, could total almost \$1 billion.

In addition, we, by policy action, support the four-laning of all the interstate routes from the traffic safety viewpoint. Currently, some

1,200 miles are scheduled to be two-lane, two-way traffic sections. The cost involved is an additional \$300 million to eliminate two-lane sections.

SECTION 3. APPROVAL OF THE 1965 INTERSTATE COST ESTIMATE

Last year, the Congress approved the 1965 Interstate cost estimate for the apportioning of the 1967 fiscal year Interstate funds only. Some additional congressional action is necessary before the 1968 and 1969 fiscal years apportionments can be made to the several State highway departments.

We recommend that this committee accept that estimate as the basis for making the next two apportionments of Interstate funds.

The primary purpose of the periodic estimates, called for in the interstate program legislation, is for making an apportionment of funds between the several States for financing the program on the basis of needs.

The 1965 cost estimate is a good and completely adequate estimate for that purpose. It is the best interstate estimate that we have made to date.

SECTION 4. EXTENSION OF TIME FOR THE COMPLETION OF THE INTERSTATE SYSTEM

We have already covered this subject in our comments on section 2 of the bill.

SECTION 5. AUTHORIZATIONS FOR THE ABC PROGRAM AND ROADS THROUGH THE FEDERAL DOMAIN

A longtime official policy of the American Association of State Highway Officials is in agreement with the draft legislation as it concerns the total amount authorized for the ABC programs for the 1968 and 1969 fiscal years, that being \$1 billion per year.

Our policy also endorses the percentage division of those funds between the Federal-aid primary system, Federal-aid secondary system, and for projects on the extensions of those two systems in urban areas.

Regarding the proposal of the legislation to finance the forest highways and public land highways out of the highway trust fund, our policy has always been opposed to such a move.

We endorse the biennial pattern of ABC authorizations, and congressional action is a prerequisite for the State highway departments receiving the next ABC apportionment.

SECTION 6. HIGHWAY BEAUTIFICATION

We note that the bill would make certain alterations to the Highway Beautification Act of 1965, which prohibited the use of the highway trust funds for the fiscal years 1966 and 1967, in carrying out the provisions of sections 131, 136, and 319(b), of title 23, United States Code, highways, relating to the control of outdoor advertising and junkyards, and for the promotion of landscape and scenic enhancement.

It is our understanding that the change proposed in the bill is based on an administration proposal to transfer an amount equal to the revenue received from a 1-percent automobile excise tax to a special account in the highway trust fund for financing the highway beautification program and the proposed traffic safety program, with a provision that any deficit incurred would be appropriated from the general fund.

Both the beautification and proposed traffic safety programs are highly meritorious programs, and we endorse their objectives completely. We think, however, that your committee should give some consideration to how these programs might be financed in case the Congress should enact these proposals and not add the proposed additional revenues to the trust fund. We would hope that it would not result in additional calls being made on the highway trust fund construction moneys. You may wish to give consideration to this matter in reporting out a bill.

We do heartily endorse the proposition of contract authority being applied to beautification funds, inasmuch as the beautification program involves planning, the development of programs, and the arranging for State matching money by the State highway departments. The contractual obligation feature is essential if the program is to be successful and maximum use is made of the available funds.

SECTION 7. EMERGENCY RELIEF

We have no comment on this part of the bill except that appropriations for emergency relief, for the repair or construction of highways on the Federal-aid systems, would appear to be an appropriate call against the highway trust fund, and the amount authorized and appropriated should be adequate for the purpose of repairing serious damage resulting from a serious natural disaster or other catastrophes. We believe that such aid expended to roads not on the Federal-aid systems should properly come from the general fund.

We point with pride of accomplishment at the world's finest highway system, that has resulted from our 50-year-old highway building Federal-State cooperative partnership. That partnership involves the Congress of the United States, the Bureau of Public Roads, and all of the State highway departments.

We hope the Congress, in its good judgment, will see fit to pass the Federal-Aid Highway Act of 1966, at an early date so the 1968 ABC and Interstate apportionments may be made shortly after the beginning of this coming fiscal year.

The average rate of obligation of funds by the State highway departments as of April 1, 1966, was 6 percent of the 1967 fiscal year funds for the ABC program. That is now up to about 14 percent, with 29 States using 1967 funds; and 24 percent of the 1967 fiscal year funds for Interstate, with 38 States using their 1967 funds.

The available funds and not the capacity of the State highway departments, nor the highway industry, have been the control over the progress made in building our highways.

We, of the State highway departments, still believe it would be in the public interest to complete the Interstate program on or before the presently scheduled date of October 1, 1972.

If adequate funds were provided, the job could substantially be completed by that time. There would be some few sections that possibly would not be completed, but they would not be essential to the functioning of the Interstate System as a whole, and could be completed at a later date.

At a time when traffic safety is being emphasized, we call to your attention that the Interstate System, in its present state of development, is estimated to be saving 3,800 lives a year, as well as a significant number of personal injuries and property damage cases. It is a conservative estimate that when the Interstate System is completed, 8,000 lives will be saved annually.

We realize that at the present time the administration is asking that construction and other expenditures be reduced as an anti-inflation move. We have had some evidence of this position recently in the release of the third quarter reimbursement planning allotments to the States, which authorizes the States to go to contract with highway projects. Here the two programs, one to save lives, and the other one to discourage inflation, are in somewhat of an academic conflict.

We also realize that it is difficult to raise sufficient additional moneys for the trust fund to complete the Interstate System program on schedule, and as a result, it appears that the program will probably have to be extended through 1975.

We repeat that the justifications for the completion of the system are still as valid as ever, but we realize that certain decisions must be left to the good judgment of the Congress.

We do, however, need to know as soon as possible, the likely completion date of the presently authorized Interstate program.

We wish to thank you for the privilege of appearing before your committee. As you know, there is no group as interested or affected as much by Federal-aid highway legislation as are the several State highway departments, who have the task of carrying out the program and making it work.

Thank you very much.

The CHAIRMAN. Thank you very much, Mr. Shumate. You refer to an increase of interstate costs in the proximate amount of \$3 billion, due to the rise in the unit price of construction?

Mr. SHUMATE. Yes.

The CHAIRMAN. Now is this your estimate for the period from the 1965 cost estimate through the life of the program into 1972, to 1973?

Mr. SHUMATE. Yes, our basis of the \$3 billion, Senator, is projected through the 1974.

The CHAIRMAN. 1974?

Mr. SHUMATE. Right.

The CHAIRMAN. Thank you. I want to be certain of the time in which you are using your estimate.

Now, I note that you have also made reference to an increase of \$1 billion for beautification items, added lanes, and updating of sections. Your reference to beautification refers, of course, to section 319 provisions, rather than the advertising and junkyards control. Isn't that true?

Mr. SHUMATE. Yes, Senator. Our reference there is toward the additional construction items, which will be required in order to meet the demand for esthetics, particularly in the urban areas.

Now, this is not a beautification program as provided in the 1965. This will be a construction item. Such as cut and cover sections on approaches to tunnels, stone facings for bridges, and retaining walls and things of that nature.

The CHAIRMAN. I think we ought to clarify, too, this subject of added lanes to which you have referred. They are not the same as the four-laning of all Interstate roads——

Mr. SHUMATE. No.

The CHAIRMAN. Which I know is a part of your organization's policy. Are these not spot improvements primarily for safety?

Mr. SHUMATE. Right; and upgrading existing sections to meet future traffic demands.

The CHAIRMAN. Would you comment?

Mr. SHUMATE. And to accommodate the traffic which has developed on them since the original estimates were prepared, increased traffic volumes.

The CHAIRMAN. I see.

Mr. SHUMATE. Incidentally, Mr. Chairman, those additional lanes will be reflected in the next Interstate cost estimate. The cost of those additional lanes.

The CHAIRMAN. Yes. Yesterday Mr. Boyd and Mr. Whitton were before the subcommittee, and these gentlemen were questioned about the matter of the acceleration of the Interstate cost estimate of 1968, and the record which would be given to Congress next year.

Now this is a matter of very real concern. Now they indicated that the Department of Commerce could accelerate.

That is what they said. Now you have just said that in another way, today, but what is your answer to that question of acceleration and their reply?

Mr. SHUMATE. I think it can be accelerated, if the necessary machinery is set up to authorize it. It is my understanding that this has to be approved by the Bureau of the Budget before the study can be undertaken and there has been some delays in getting the controlling manuals for estimates approved so work can go ahead on estimating.

The CHAIRMAN. If we had an amendment to the act, which would call for that report to come earlier than we had anticipated—let's see, that would be in 1967—do you think that it could be done at that time?

Mr. SHUMATE. Yes, sir, I do, if authorization is made forthcoming immediately.

The CHAIRMAN. Then you don't hold much fear, I take it, that this job can't be done by October 1972, that is, if we make certain changes along the way. Is that correct?

Mr. SHUMATE. That is right, sir. There may be a few isolated projects in some of the urban areas, but I think as a general rule, you will find that every State is geared right now in their planning, advance planning, right-of-way acquisitions, and everything, for that 1972 completion date.

The CHAIRMAN. Mr. Shumate, is it your contention that the only barrier, therefore, to the completion of the Interstate System by the date of October 1972 is the shortage of funds?

Mr. SHUMATE. Yes, sir.

The CHAIRMAN. You feel that is the only reason?

Mr. SHUMATE. Yes, sir.

The CHAIRMAN. Shortage of funds?

Mr. SHUMATE. Yes.

The CHAIRMAN. And therefore, I presume that you are saying—you have said it—that all of the States could complete their portions by the prescribed time, if the Congress made the moneys available. Is that it?

Mr. SHUMATE. Yes, sir; that is our statement, except for a few sections as mentioned in our statement.

The CHAIRMAN. Do you think that it is easy to do?

Mr. JOHNSON. No.

Mr. SHUMATE. I don't say that it is easy to do, Senator, but I think that everyone is anticipating it would furnish their part of the study.

The CHAIRMAN. I see, sir. Now I think we are all aware—the members of the subcommittee as well as the competent witnesses such as we have before us today—that there is a problem in the area of the urban interstate construction program.

Mr. SHUMATE. Yes, sir.

The CHAIRMAN. We have been talking and studying about such metropolitan areas as San Francisco, and, as well, the New York, Manhattan, and also New Orleans areas. We have had that before us. Would you give us an estimate of the dollar proportion of urban construction in relationship to the total remaining unfinished portion of the Interstate?

If you do not have it immediately, you may supply it for the record.

Mr. SHUMATE. Well, our preliminary estimate on those particular projects, Senator, involving some four or five urban areas, is somewhere in the area of three-quarters to a billion dollars.

The CHAIRMAN. Yes. I mention three, and you mentioned three or four. What I am thinking of now is all—I have just given these as examples—over the 50,000 population. Do you think that figure is—

Mr. SHUMATE. We believe it is reasonably close. Somewhere between three-quarters and a billion dollars.

The CHAIRMAN. Now, are you confident that that type of project can be completed on time?

Mr. SHUMATE. I would question very much if it could, Senator. I think there are about four or five of them in the United States that are in such a state that there is grave doubt in our mind that they could be completed by 1972.

The CHAIRMAN. We know that in these programs that we run into these problems that do not occur, let's say, in open country. And these are the problems, what we call social, community, esthetic values. They are just built in, aren't they, because people are there?

Mr. SHUMATE. Right.

The CHAIRMAN. Rather than frankly open spaces, or forests, or rivers, or what not.

Now I think that this is important, and what do you think about the effect of these projects on the values that I have indicated here?

We discussed this yesterday with Secretary Boyd and the Administrator of the highway program, Mr. Whitton.

Mr. SHUMATE. Well, of course the total mileage involved in them, in relation to the total mileage of the Interstate System, is very, very small. Whether or not they will ultimately be constructed as originally planned, of course, remains to be seen.

I would hate to see the entire program jeopardized by the failure to reach a solution in these four or five areas, as I feel quite confident that someplace along the line there is going to be a satisfactory solution worked out.

The CHAIRMAN. There would not be much of a problem in Colorado, would there?

Mr. SHUMATE. No, fortunately, sir; we have practically whipped the urban problem in our State. We started in the urban areas to begin with.

The CHAIRMAN. Yes, I remember the history of your program there.

Mr. Shumate, do you feel that the States now have the contract authority for beautification funds under the Beautification Act of 1965?

Mr. SHUMATE. No.

The CHAIRMAN. Can contract authority for beautification and safety projects be given, regardless of whether they are financed from the trust fund or the general fund?

Mr. SHUMATE. That is a rather difficult question.

The CHAIRMAN. Yes, it is.

Mr. SHUMATE. But I would say, Yes, we believe so.

The CHAIRMAN. Now I will ask you a final question. Regarding the study of our needs beyond that 1972 date, how far along are the States in supplying the data to the Department of Commerce?

Mr. SHUMATE. That data has all been supplied to the Department of Commerce. We verified that just recently, Senator, and it has been provided.

The CHAIRMAN. Then the States have, you feel, been not only cognizant of the responsibility, State by State, but responsive to the needs on the overall program to provide these figures?

Mr. SHUMATE. Yes, sir.

The CHAIRMAN. I have no further questions.

Senator Gruening.

Senator GRUENING. Well, first of all, I want to congratulate Mr. Shumate, not only on his statement today, but having listened to his testimony before on various occasions, I have always been impressed with his very obvious and very praiseworthy solicitude for the success of this magnificent program, and his constant effort to see that it is promoted and advanced, and not jeopardized.

Mr. Shumate, I hope we can enlist your sympathy and understanding as president of the American Association of State Highway Officials for the very special problems which affect Alaska in this field, because as you know, Alaska has a very special situation, largely due to historical reasons, the total exclusion of Alaska from Federal aid from 1916, when the first act was passed, and I would say that that act of 1916 was perhaps one of the most important pieces of legislation that the Congress ever passed in the field.

I think it was an action of tremendous importance. It coincided with the development of the automobile, which at that period, about 1916, had emerged from the joke stage, was no longer called the horseless carriage, and the Congress realized that if this new instrument of locomotion was to be made widely useful, it would have to be done on

a joint Federal and State basis, because if it were left wholly to the States, as it had been, we would have a wide disparity in standards, due to the difference in attitude in different States, and a progressive State, a road minded State, let us say, or a wealthy State, would build fine paved roads, and then when one crossed the border of that state to another where there was a different attitude what had been a fine paved highway in one State would suddenly deteriorate into a mud puddle in wet weather and a dust heap in dry. So the Congress conceived this imaginative idea of Federal matching—one dollar of Federal money for one dollar of State funds. But the Western States, where there were large areas of public domain, which were not subject to taxation, and therefore do not produce revenue, they got a different formula, and as you know, it has varied in accordance with the area of the State, the amount of public domain, population, post road mileage and so forth.

Now Alaska was totally excluded from the program until 1956, and then in the 3 years preceding statehood, included on a very limited basis, so that the Alaska problem is that we entered the Union in a situation that would be unthinkable in any other State, whereby not merely a few, but a majority of our communities are unconnected with any other by highway or railroad.

It is hard to imagine that in Colorado, your State, or California, or New Jersey, or any State, there would be communities into which you could not go, and which you could not leave by highway.

Well, that is the situation in Alaska, we have a terrific catching up job to do.

Now I was going to testify today. The chairman scheduled me, but what happened was rather interesting. The program which the Federal Government has been working on to try and help us catch up, which was initiated under the leadership of the Department of Commerce 6 years ago, and was supposed to be presented on May 1, 1963, was not ready then, was postponed, and the new target date was May 1, 1964; and ever since May 1, 1964, I have been pressing the Department for some action. It finally arrived at my office at 5:30 yesterday afternoon.

In the meanwhile——

The CHAIRMAN. I want to interrupt. Was that due to the difficulty in the mails, or in the preparation?

Senator MURPHY. Due to bad roads?

Senator GRUENING. It was due to certain built-in difficulties inherent in the Federal bureaucracy, by which this program was tossed back and forth like a basketball, between the Bureau of Public Roads and the Department of Commerce, and the Bureau of the Budget, and so I did not feel that I could make this lengthy presentation of the Alaska case in so short a time, so I am going to make it next week.

We have a problem which I think can properly be of concern to the entire Nation. Alaska is of importance economically and strategically, and we are tremendously handicapped when you consider this.

You look at a map of Alaska, and you will see in the southeast corner a few roads, and then the rest of the State is a blank as far as highways are concerned and we have got to catch up. That is our problem. I am hopeful that although it may take time, and will cer-

tainly not be achieved at the same time the rest of the program is completed, but we hope to enlist your sympathy and that of the other State agencies in helping us to do that.

I don't know of anything more important for the 49th State. Transportation has been the key to Alaska, and its inadequacies have handicapped us all these years. So when the time comes, we are going to call upon you, not in your capacity as chief engineer for the State of Colorado, but in your capacity as president of the association, to give us sympathetic assistance on this program.

Thank you very much.

The CHAIRMAN. Thank you, Senator Gruening.

This is just a prelude of what is coming a little later, as you understand.

Senator GRUENING. We have to sow a few seeds in advance.

Senator MURPHY. Senator, have you ever made the trip up the Alcan Highway?

Senator GRUENING. Oh, yes. I have.

Senator MURPHY. I recommend it.

Senator GRUENING. And may I say that since the Alcan Highway is completed, and is still unpaved, that the State of Alaska, at its own expense, without a single cent of Federal contributions, has built a magnificent marine highway which consists of a daily ferry running from Prince Rupert up the inside passage.

And, Senator, when you go to Alaska next, as I hope you will, as a member of this subcommittee to look into this situation, you will go one way over the marine highway, which now, this month, on the 20th is going to be further connected by the cooperation of the Canadians, who are building a highway from Vancouver, which will go up Vancouver Island part way, and connect with our ferry.

Senator MURPHY. I will look forward to it.

The CHAIRMAN. I will not continue this discussion, except to say that there were those of us in the forties from the House Roads Committee who were in Alaska. To indicate the intense interest of the citizens there, I recall that we were delayed in arriving in Valdez until 11 o'clock instead of the scheduled time of 8 o'clock. When we arrived, naturally, we thought that the proposed meeting would have been cancelled, but the airport, as we set down, the sponsors of the meeting were there, telling us that the people were assembled in the hall.

I remember it was up on the second floor of a frame building. So the meeting was held that night, after 11 o'clock, Senator indicating that your people have a very real concern, and it will be reflected, I know, in your presentation later in these hearings.

Thank you very much.

Senator Murphy.

Senator MURPHY. No questions.

The CHAIRMAN. Senator Murphy, when we were talking about the two routes through Nevada into California, I wonder if some of the motorists arrive in California with less money than they had when they were in Nevada, due to some of that State's activities. [Laughter.]

Senator MURPHY. That was one of the remote reasons, in my mind. [Laughter.] We want to keep California green.

The CHAIRMAN. Yes, sir.

Senator MURPHY. There is an important consideration that was not mentioned yesterday. Just below Needles, down the river, there is now developing at Lake Havasu what will be one of the biggest recreation areas, I think, in that whole area of the country. There is a big wildlife refuge on the one side, and there will be a big recreation area on the other. With boats tied on the back of their cars, thousands of people drive out there over the weekend, and that will make a difference of again probably another 50 miles in their driving.

The CHAIRMAN. Thank you, Senator. I think our discussion yesterday was a little, perhaps, vigorous from the viewpoints and even differences within Commerce and the Bureau of Roads.

I think it was wholesome.

Senator MURPHY. Without that, this whole thing would become very dull. We would not want that to happen.

The CHAIRMAN. That is right.

Senator GRUENING. I would like to ask Senator Murphy a question. I wonder if the Senator does not think that if some of the travelers through Nevada were lucky, after patronizing one of the State's principal industries, they might not arrive in California with more money? [Laughter.]

The CHAIRMAN. The percentage is against them.

Senator MURPHY. May I say that is a mechanical percentage?

The CHAIRMAN. Senator Montoya.

Senator MONTOKA. I would like to ask you one or two questions on the position of the witness with respect to having divided lines on all of the Interstate System.

Mr. SHUMATE. It has been the position of the American Association of State Highway Officials for the past several years, Senator Montoya, that all sections of the interstate should be multilaned, four lanes, and we have recommended that consistently.

Senator MONTOKA. And why haven't you been able to overturn the position of the Bureau of Public Roads?

Mr. SHUMATE. That, sir, is a question that I cannot answer.

Senator MONTOKA. Have you tried?

Mr. SHUMATE. Yes, sir.

Senator MONTOKA. And from your statement, I gather that there are some 1,200 miles which are scheduled to be two-laned and two-way traffic sections?

Mr. SHUMATE. That is right. Under the present estimate.

Senator MONTOKA. And that on the basis of present estimates, that in order to convert this two-way traffic into a divided lane, four-lane traffic, that the cost would be an additional \$300 million?

Mr. SHUMATE. That is right. That is on the basis of our last estimate, which we prepared, and we estimated those costs in the last estimate.

Senator MONTOKA. Now have you taken any—

Mr. SHUMATE. The cost—excuse me. It costs considerably more to build the first pair of lanes than it does to add the next two, because of the right-of-way and the other factors which are acquired or constructed at the time the first two lanes are built.

Senator MONTOKA. Well, do you anticipate that by the time the Interstate System is completed, with this 1,200 miles of two-way traf-

fic without divided lanes, and without the four lanes, that the need will set in either at that time or before that time, for a great part of this 1,200 miles to be on a four-lane divided basis?

Mr. SHUMATE. On the basis of past experiences following the development of the interstate, I believe it is our opinion that this will eventually require the additional two lanes. Some of them are apparently approaching that volume right at the present time.

In other words, the existing two lanes that have been constructed, as a part of the interstate. The traffic volumes on some of them now are reaching the point where four lanes are indicated as being needed.

There is also another thing, Senator, that I think should be brought out in this. We have been—and I am speaking of the American Association of State Highway Officials—quite concerned over the safety factor of driving, say, for 200 or 300 or 400 miles on a multilane divided highway, and then channeling that volume of traffic into a two-lane, two-way facility, that the safety factor is probably going to be a most important consideration.

Senator MONTROYA. What is the ratio of accidents on per mile of travel on divided lane highways as against the direct two-way traffic?

Mr. SHUMATE. Without being able to give you any definite statistics, we have them, the accident potential would probably be twice that, that it would be, if it were a divided highway.

Senator MONTROYA. Would you insert the actual statistics at this point in the record?

Mr. SHUMATE. Yes, we will be glad to give you that.

Senator MONTROYA. I think that is a very important consideration.

Mr. SHUMATE. We don't have them available with us at this time.

Senator MONTROYA. But it is your feeling that since safety is a very important factor, that a divided highway through safety justification would warrant the Congress requiring that the Interstate Highway System all be divided highway system?

Mr. SHUMATE. Yes, sir, that is our recommendation.

Senator, I might add that that 1,200 miles is scattered widely over the United States. You have some in your State. It is scattered quite widely, throughout the United States. Some of them are relatively short sections; some of them are relatively long.

Senator MONTROYA (presiding). What official cognizance have you taken in the association in your deliberations and in your resolutions with respect to this problem?

Mr. SHUMATE. We have in our official policy statement recommended this, and in addition to that, we include the cost of the multi-laning of those sections in the official estimates prepared by the individual States. And as I say, our policy has, for the past 3 years, recommended.

Senator MONTROYA. Well, would you state, would you insert into the record the policy statements which evolved from your deliberations and your meetings?

Mr. SHUMATE. Yes, sir. We will be happy to.

Senator MONTROYA. At this point in the record, Mr. Shumate.

Mr. SHUMATE. Yes, sir.

(Subsequently the following communication was received:)

AMERICAN ASSOCIATION OF STATE HIGHWAY OFFICIALS,
Washington, D.C., May 12, 1966.

Re S. 3155.

HON. JENNINGS RANDOLPH,
Chairman, Senate Public Works Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: In accordance with Senator Montoya's request of this morning that we submit certain information for the record, please find the following:

The American Association of State Highway Officials first adopted a policy position on completing all of the Interstate System to divided roadway standards at the Annual Meeting in Portland, Oregon on October 21, 1963. This policy statement at that time was as follows:

"(19) That the American Association of State Highway Officials in the interest of highway safety and motorist comfort, recommends that the entire 41,000 miles of Interstate System be constructed as a divided roadway—freeway facility (minimum 4-lane design), and that the cost of changing the some 2,000 miles of Interstate roads, currently scheduled to be constructed as two-lane highways to four-lanes, be separated and included as a separate item in the next Interstate Cost Estimate submitted to the Congress, in order that the Congress may make a judgment on the matter."

In subsequent actions by the Chief Administrative Officers of the State highway departments, this same policy stand has been repeated at the 1964 and 1965 Annual Meetings. However, we have changed the mileage figure shown to be consistent with the number of miles scheduled for two-lane construction at the time the AASHO action was taken.

As traffic projections have been made for the future, and especially when the design period was increased from 1975 to 20 years in the future, some of the 2,000 miles has qualified for 4-lane construction, and has been authorized as such by the Bureau of Public Roads, decreasing the mileage involved to 1,200 at the present time.

You will note that in the AASHO 1963 action we called for an estimate in the next Interstate Cost Estimate setting out the additional cost that would be involved in completing all sections of the Interstate System to a minimum 4-lane standard. That has now been done and is shown as part of the 1965 Cost Estimate as \$326 million.

The remaining 1,200 miles involved is currently estimated to cost \$300 million as shown in President Shumate's statement before your Committee this morning.

The other request from Senator Montoya had to do with the fatality rates on full freeway design vs. two-way traffic operation.

Fatality rates for freeway design, which is full control of access and divided roadways, runs from 2.5 to 2.6 fatalities per one hundred million vehicle miles, whether it be a toll road or a free road that is part of the Interstate system.

While there have been some short sections of 2-lane design completed and put under traffic as part of the Interstate program, these sections are not long enough nor has there been enough experience that we can get a reasonably accurate figure of fatality rate on such sections.

We, therefore, must give a figure for the fatality rate on conventional 2-lane primary highways in the same type of traffic corridors as transversed by Interstate routes. It is approximately 9.5 to 9.6 fatalities per one hundred million vehicle miles.

The conventional highway, of course, does not have the added safety features provided by full control of access. However, we and outstanding traffic experts believe that a section of 2-lane Interstate highway could be expected to have about the same fatality rate as the conventional 2-lane highway, because of the false security that might be built up in the driver after he had been traveling divided highways and then channeled on a 2-lane two-way traffic section. We feel that there would be an instinctive urge to attempt to pass on these 2-lane sections where danger would be involved, because the driver had become accustomed to passing with considerable freedom on divided roadway sections, and the added safety of control of access would be cancelled by the additional danger from getting trapped in the passing maneuver.

Respectfully submitted.

A. E. JOHNSON, *Executive Secretary.*

Senator MONTTOYA. Now where did this take place, and under what circumstances?

Mr. SHUMATE. At the annual meeting of the American Association of State Highway Officials, which is held in the late fall, each year.

Senator MONTTOYA. And when did this action first take place, and when were these resolutions passed?

Mr. SHUMATE. I think the first one was 4 years ago, that we recommended that all of the interstate be made multilane divided. And it has been in our policy statement each year, since its first adoption. And of course, for clarification, a policy statement of the American Association of State Highway Officials represents the action of the chief administrative officers of all the State highway departments throughout the Nation.

Senator MONTTOYA. Has there been any dissent?

Mr. SHUMATE. Not within our organization, there has been no dissent.

Senator MONTTOYA. You mean this position represents the unanimity of your members?

Mr. SHUMATE. Yes, sir.

Senator MONTTOYA. And all 50 States are represented in this particular organization?

Mr. SHUMATE. Yes, sir.

Senator MONTTOYA. Now if your estimate of \$300 million is correct, what would be the average cost, additional cost per year on the basis of anticipated authorization and appropriations?

Mr. SHUMATE. Well, if we use the \$300 million figure, and assuming that it will be completed by 1972, we have 1968, 1969, 1970, and 1971, we have four more apportionments to be made which would add an additional \$75 million a year to the apportionment to achieve the \$300 million that is the currently estimated cost of achieving that.

Senator MONTTOYA. So actually, it would not make too much difference considering the big figure that is involved.

Mr. SHUMATE. Well it is a—

Senator MONTTOYA. I mean percentage wise.

Mr. SHUMATE. It is a very small percentage of the total.

Senator MONTTOYA. Thank you very much.

We have Senator Harris here. Do you have any questions?

Senator HARRIS. No; I am sorry that I was in the Subcommittee on Air and Water Pollution, and was not able to be here to hear you make your statement. I will read it very carefully. I know that it will be helpful to us in our deliberations.

Senator MONTTOYA. Just one more question, Mr. Shumate.

Mr. SHUMATE. Yes.

Senator MONTTOYA. This would probably require some provision in the pending legislation to set it in motion, would it not?

Mr. SHUMATE. That would be my opinion, sir.

Senator MONTTOYA. It would seem to be the—

Mr. SHUMATE. A statement of intent on the part of the Congress would be my suggestion.

Senator MONTTOYA. Yes. Do you have any more questions?

Senator MURPHY. I have one question that occurs to me.

In these meetings of your organization, has there been any suggestion ever of unifying the speed limits? You find different speed limits in different States.

Mr. SHUMATE. Yes, Senator.

Senator MURPHY. 55 miles an hour to 75 miles an hour?

Mr. SHUMATE. The American Association of State Highway Officials, of course, has developed over the years many standards, and they contain positive recommendations for certain conditions. We have been striving over the years, and I feel that we are gaining in more than one area, the uniformity of signing, uniformity of paving, markings, and probably the most difficult problem that we are confronted with is the uniformity of speed zones throughout the Nation. At the present time some authority for setting speed limits is in the State legislature, for others in the highway commission and in others they are established by traffic engineering studies.

Senator MURPHY. I am interested in this particularly at the present time, because we hear so much about safety.

Mr. SHUMATE. Yes, sir.

Senator MURPHY. We have heard a great deal about the construction of safety in the actual automobile, the machine itself, and not enough, I don't think, about the safety as it applied to the fellow driving the automobile. Do you have a recommendation, or have you had recommendations on what you consider the average safety rate of speed for normal driving?

In other words, there is a place where the degree of control diminishes as the speed increases. This is one, I know, that is not too popular, because it kind of sometimes goes against the public, but it might also cut down some of those 50,000 deaths we have every year.

That is why I am interested in it.

Mr. SHUMATE. Senator, there are many schools of thought in this particular area. It would appear that some place, maybe, around 55 or 60 miles an hour would be the safest maximum, and yet, experience has shown on the interstate where certain areas where the speed limit was raised from 60 to 70, it has had no material effect on the accident rate or on average driving speed.

Senator MURPHY. Thank you very much.

Senator MONTOKA. Thank you, Mr. Shumate.

Mr. SHUMATE. Thank you, gentlemen.

Senator MONTOKA. Our next witness, Maj. Gen. Louis W. Prentiss. General Prentiss, we welcome you before this committee, sir.

General PRENTISS. Thank you, sir; I would like to have my deputy, Mr. Burton Miller, accompany me.

STATEMENT OF MAJ. GEN. LOUIS W. PRENTISS, U.S. ARMY (RETIRED), EXECUTIVE VICE PRESIDENT, AMERICAN ROAD BUILDERS ASSOCIATION; ACCOMPANIED BY BURTON MILLER, DEPUTY

General PRENTISS. Mr. Chairman and members of the committee:

My name is Louis W. Prentiss and I am the executive vice president of the American Road Builders Association with headquarters in Washington, D.C. Our organization, founded in 1902, has as its

principal objective the promotion of measures calculated to bring into being a safe and efficient network of highways adequate to provide for the economic development of the Nation, the safety and convenience of the motoring public, and the needs of the national defense. The membership of our organization consists of public highway officials and engineers at the Federal, State, and local levels and representatives of all segments of the highway industry, including highway contractors, manufacturers, and distributors of construction equipment, producers and suppliers of highway materials and services, engineers in private practice, and professors and students of highway engineering.

Mr. Chairman, I want to express my appreciation for the privilege of appearing before your distinguished committee to testify on the pending bill, S. 3155. In general, we support this legislation.

We are well aware, however, that the pending bill does not, in itself, make adequate provision for the continuation of the Federal-aid highway program. The enactment of a bill of the nature of S. 3155 is only one of several necessary steps which should be taken to provide for an adequate level of highway construction.

The Highway Trust Fund's present sources of revenue are inadequate to meet the demands on the fund which would be generated by the additional interstate authorizations provided by S. 3155. These additional authorizations for the interstate program total \$4.9 billion but, according to the Secretary of the Treasury's latest annual report on the condition of the Highway Trust Fund (House Doc. 396, 89th Cong.), these authorizations, if translated into apportionments to the States, would overdraw the trust fund by approximately \$2 billion. Therefore, the provisions of section 209(g) of the 1956 Highway Act—the so-called Byrd amendment—would prevent the apportionment of \$2 billion of the interstate authorizations provided by S. 3155.

This difficulty was recognized by the administration, and separate legislation has been submitted to Congress to augment the revenue accruing to the Highway Trust Fund. Although the financing legislation does not lie within the jurisdiction of the Committee on Public Works, it is so closely related to the pending bill as to be of great interest in our present discussion.

It would be presumptuous of me to suggest to you that the House Ways and Means Committee and the Senate Finance Committee will or will not give favorable consideration to highway financing legislation at this session of Congress. I merely make the observation that the legislation is not yet under active consideration. We must assume that there is some reasonable doubt concerning its chances of enactment this year.

We must, furthermore, recognize that the 1965 interstate cost estimate does not truly reflect the total anticipated cost of completing the Interstate System. The 1965 cost estimate was based on 1963 unit construction prices, and these prices have risen substantially in the last 2½ years.

Right-of-way costs in urban areas have also risen. The increased emphasis on highway design elements for esthetics and safety tends to increase the cost of the program. In short, even if the administration's Highway Trust Fund legislation is enacted without modification, the trust fund would be inadequate to provide for the completion of the

Interstate System. The extent of this inadequacy can only be guessed at, pending a new official cost estimate, but it is in the magnitude of \$4 billion.

On the other hand, the construction of certain segments of the Interstate System has been greatly delayed by local controversies surrounding their location and design. It is becoming increasingly apparent that certain segments will not be completed either by the October 1, 1972, deadline provided by existing law, or the March 1, 1973, deadline which the administration now recommends. Under present law, the Bureau of Public Roads cannot approve interstate financing for projects which cannot be completed by the October 1, 1972, deadline.

Thus, there is a chance that the trust fund would "save" a billion dollars or more through the cancellation of interstate projects. This, of course, would be a false savings, since the need for the projects would not be canceled nor diminished.

Although we are all aware that the Federal-aid highway program is moving into a period of transition and readjustment, it is probably true that some of us are still clinging to some old concepts that need revision. We have seen the completion of the Interstate System as our primary goal in highway development. There is a tendency to set aside the consideration of the post-1972 program with the thought that this is something that can be given attention after the completion of the Interstate System is assured.

The completion of the Interstate System is still a matter of top priority.

At the time, it is becoming clear that the final phaseout of the Interstate program should be dovetailed with the early phases of the highway development program which is to follow it—the post-1972 program.

Legislation enacted last year states—

the sense of Congress that the Secretary of Commerce, acting under authority of existing law and through the Bureau of Public Roads, shall report to Congress in January, 1968, and in January of every second year thereafter, his estimates of the future highway needs of the Nation.

This legislation needs to be improved, in several particulars. The estimate of future highways should be required to be set forth in categories, by the types of roads and by States, and it should include a plan for the conduct of the work, including such matters as priorities and proposed Federal-State matching ratios. The legislation should spell out the need for relying on the cooperation of State highway departments. And the date for the submission of the report should be moved forward to 1967. This is not an unrealistic deadline. Much supporting material has already been submitted by the States and is in the hands of the Bureau of Public Roads.

If Congress has this material in hand next year, it can consider the post-1972 program in relation to the present program and dovetail the two together.

Permit me now to draw these comments together and present a proposal for a transitional highway program:

1. S. 3155 should be enacted. This would provide for the continuation of the interstate program at a rate which takes into account the increased costs of the program as reflected in the 1965 cost estimate.

2. By an amendment to S. 3155, Congress should call for the "post-1972" highway needs study to be presented to Congress by January 1967.

3. In order to permit States to expedite the completion of their segments of the Interstate System, the Byrd amendment should be modified to permit the Highway Trust Fund to borrow from the general fund of the Treasury.

The three steps I have listed should be taken this year.

Subsequently, and as soon as practicable, Congress should act upon the "post-1972" needs study by developing a firm construction program, to extend 10 years. When this is done, States will be in a position to begin work on the new program while completing their interstate segments.

It should be understood that the process of building a highway involves several distinct stages, which, taken together, may extend over a period of several years. There is a period of preliminary planning and route location. This is followed by the final design work and the right-of-way acquisition. The construction work itself may be divided into two or more stages, with a different contract covering each stage.

It is not difficult to imagine a period in which the Interstate System would be completely designed, but not completely constructed. Unless we plan wisely for the transitional period, State highway department design engineers and right-of-way engineers would have insufficient work to do while waiting for the new highway program to be approved.

The highway and engineering industries today are ready, willing, and able to accelerate the pace of interstate construction. Such highways as the John F. Kennedy Expressway in Maryland have been designed, built, and opened to traffic within a few years. The industry is well equipped, with ample reserve capacity to take on any assignment that can be envisioned.

A few other comments seem appropriate.

There can be but little question of the necessity for a continuation of the ABC program. The Federal-aid primary and secondary roads, with their urban extensions, extend into every section of the country and serve as economic lifelines. In every State, the improvement of these highways runs far behind the needs. Thousands of lives are lost each year in accidents which resulted, in part, at least, from hazardous highway conditions—conditions which could be greatly alleviated through the reconstruction of the highways. I need not labor the point. It is self-evident.

The testimony presented to this subcommittee by other witnesses this week has called attention to the rising costs of highways.

These increased costs apply not only to the Interstate System, but to other highway construction as well. A billion dollars of Federal aid for the ABC program will not go as far in fiscal year 1968 and 1969 as it went in fiscal year 1965.

Higher standards of construction, as well as higher standards of safety and aesthetics apply to ABC construction as well as interstate.

The objective of the 1956 Highway Act was to achieve a balanced highway program—not limited to the completion of the Interstate

System but also taking into account the needs of the regular Federal-aid systems. In order to keep the program in balance, an upward adjustment in the authorizations for the ABC program would be of great value.

Some concern has been expressed that the enactment of S. 3155 might have the effect of draining highway construction money from the Highway Trust Fund, should Congress fail to approve the legislation making special provision for beautification financing from the trust fund. To guard against this eventuality, the legislation transferring the responsibility for the financing of the highway beautification program to the trust fund should carry the proviso that the transfer would not take place until the contemplated special financing is actually provided.

A somewhat similar concern has been expressed with regard to the proposed transfer to the Highway Trust Fund of the financing of the forest highways and public lands highways construction program. Our Association is opposed to this transfer. The highways in question are built in the Federal-aid pattern.

Finally, any discussion of the possibilities of deferring or accelerating the construction of the Interstate System should take into account the very high cost of delay.

It is true, I suppose, that any sort of economic activity, whether it be manufacturing automobiles, or growing wheat, or selling newspapers, or building highways, has a tendency to push prices upward because any sort of economic activity involves a demand for labor and a demand for materials, which in an inflationary economy, tend to be scarce.

Balanced against this fact of economic life, there is the fact that highways—urban highways especially—will never again be constructed as cheaply as they are today. In some of our crowded cities, we may, indeed, be enjoying our last opportunity to build freeways without resorting to tremendously expensive and unesthetic large-scale tunneling. The cost of real estate is going up, and it will continue to go up because there is a fixed limit on the quantity of suitable land.

If the cost of the Interstate System is the obstacle to its completion, then we are digging ourselves into a deeper hole with every day's delay.

Meanwhile, to quote once again the often quoted statement of the late Thomas H. McDonald, former Chief of the Bureau of Public Roads, we pay for good roads whether we build them or not.

Considering only the direct benefits to highway users, the benefit-cost ratio of the Interstate System has been calculated by the Bureau of Public Roads to be 2.9—\$2.90 of benefits returned for every dollar invested.

This calculation does not take into account the value of the lives needlessly lost, and the Interstate System when completed will save at least 8,000 lives per year. Neither does the calculation take into account the economic and social benefits—the so-called indirect benefits of the Interstate System. These benefits are, literally, incalculable but they are known to be immense.

We continue to urge, therefore, the on-schedule completion of the Interstate System, giving full consideration to safety, social and esthetic values as well as engineering.

As a Nation, we can ill afford to delay it.

Again, Mr. Chairman, we appreciate this opportunity to appear before this subcommittee.

Thank you.

The CHAIRMAN. Thank you, General Prentiss.

You refer to the increase in the right-of-way costs in the open areas in your informal statement. Do you have figures, or an estimate of the average annual rate of increase in the urban right-of-way costs? I think this is important that we have the record reflect this situation.

General PRENTISS. Mr. Chairman, we do not have information on the annual rate, but we do have information on right-of-way increases in urban areas that we would be very pleased to furnish for the record.

The CHAIRMAN. Well, even though you do not have the figures, perhaps you will supply us with some material that will be helpful to the subcommittee. Could this problem be lessened by the advanced right-of-way acquisition?

General PRENTISS. That would certainly be helpful, to acquire the right-of-way, and utilize it for the purposes for which it is being used up to the time construction can start.

The CHAIRMAN. Would you help the subcommittee, General, by giving us the time, perhaps, of the advance of construction that this acquisition program might be made?

General PRENTISS. We think we would be glad to go into the matter and see what we can do.

The CHAIRMAN. I think it would be helpful to us.

(Subsequently the following memorandum was submitted:)

The unit cost of acquiring parcels of urban real estate varies widely depending on the locality involved and fluctuations in the real estate market. These variations are so great that it is impossible to give a meaningful figure which would indicate an average change in the price of urban real estate.

In rural areas, where land prices tend to be more consistent, the value of productive land increased by 24 percent between March 1961 and March 1965 according to the Department of Agriculture's publication, "Farm Real Estate Market Development."

Interstate System rights-of-way costs increased by 6.6 percent between the 1961 Interstate cost estimate and the 1965 Interstate cost estimate. However, the land involved in the two estimates is not directly comparable because some proposed highways were relocated during the period and in some cases the amount of land to be taken was changed.

The CHAIRMAN. Now, General Prentiss, in your opinion, should this time be extended, and if so, can it be done administratively? Or do you feel that we would have to have legislation to accomplish that end?

General PRENTISS. The extension of the completion date of the interstate system? Is that what you mean?

The CHAIRMAN. No, the construction. I do not mean the construction, but the planning. The advance right-of-way. The advance right-of-way acquisition program.

General PRENTISS. I would have to check with the Bureau of Public Roads on what the policies are. Maybe Mr. Miller could give you an answer.

Mr. MILLER. Mr. Chairman—

The CHAIRMAN. Yes, Mr. Miller.

Mr. MILLER. The initial law in this area provided for a period of 5 years for the advance acquisition of right-of-way. Subsequently the law was amended, and if I am correct, today the period is 7 years.

The law appears to be rather adequate, but the implementation of the law has not worked out too well for some reason or another.

California, as I understand, has taken advantage of advanced acquisition of right-of-way, and has been very successful in saving millions of dollars. Some States have used the provision partially, but as a whole, it does not appear to have been extensively used. I could not say why.

General PRENTISS. I think the answer why is that the States have felt it more desirable to spend the available money for construction rather than tie it up for 5 or 6 years in right-of-way.

Mr. MILLER. Well, that is true, and I understand, Mr. Chairman, that there are—

Senator MONTOYA. Would you yield at this point?

Mr. MILLER. These are legal limitations in some States.

The CHAIRMAN. Yes, Senator Montoya.

Senator MONTOYA. Well, how can the States acquire the right-of-way in advance, if the planning and location has not been fully completed, on the drawing board?

General PRENTISS. Well, the acquisition of the right-of-way would be predicated upon the site of a highway, the location of the highway, even though the final construction plans were not yet developed.

Senator MONTOYA. Yes; but that takes a lot of planning money to do, doesn't it?

General PRENTISS. Well, the planning money is a part of the money that is available to the State, just as the right-of-way acquisition is available.

Senator MONTOYA. Well, before a highway is put into the pipeline for planning and construction, there has to be a lot of work done, and that is what I mean. How can you anticipate the exact location of a highway that is going to be constructed 5 years from now, when you have some urgent tasks, to perform in what you are doing presently, to get ready for construction?

Mr. MILLER. Mr. Chairman, of course location is a very difficult problem, as has been brought out before this committee. Any problem of location is a difficult one. But some States have apparently been able to overcome their problems, and I understand there are a number of States that have either acquired, or obtained the legal right thereto, of approximately 90 percent of their total right-of-way required for the interstate program.

I think, Mr. Chairman, we could submit for the record at this point, if you desire, a table showing the amount of right-of-way actually acquired, State by State.

Some States have been very successful in advance acquisition of right-of-way, and I understand have been able, during the interim period, to rent that right-of-way, for agricultural purposes, and receive a profit thereon.

(Subsequently the following memorandum was submitted:)

This authority has been used to a very considerable extent in the State of California which maintains a revolving fund for the advance acquisition of right-of-ways.

This authority has been used to a lesser extent in Iowa, Ohio and Texas.

In most States, right-of-ways have been obtained in advance of construction only in specific instances where there was a clear and urgent need to acquire a specific parcel of land, as for example, to forestall the erection of a large building along a proposed highway route.

Senator MONTOLA. Well, the reason I mention this at this point is because I am happy to know that in my State, there is such a backlog of work that has to be done in order to ready our construction, and letting of contracts, and get ready for the letting of contracts, that the State highway department has gone out into the open market to get engineers, and other people, to help draw the plans and do the engineering work.

And I presume that that condition prevails in quite a few other States, and that is what I was concerned about.

The CHAIRMAN. The acquisition of rights-of-way is the responsibility of the States. The implementation of this part of the program. That is correct.

Mr. MILLER. That is right, Mr. Chairman. The Federal law, that is, the Federal Highway Act of 1956, offers, in extenuating circumstances, Federal assistance in the acquisition of right-of-way. Under proper circumstances, and upon being petitioned by the Governor, the Attorney General of the United States can exercise the Federal power of eminent domain to assist the States in obtaining right-of-way. So it appears we have adequate laws on the statute books, but the implementation has been difficult.

The CHAIRMAN. General Prentiss, do you have any rough estimate of the increased costs which we might anticipate because of the emphasis which we are now thinking of on the so-called cultural and esthetic values that come in urban areas?

You will recall that I discussed this with Mr. Shumate and Mr. Johnson earlier today. I think it is an important matter for us to consider.

General PRENTISS. Well, as I recall, the estimate which they had was about a billion dollars. And possibly that billion dollars, added to the other \$3 billion, would coincide with our overall estimate of \$4 billion as to the extent of inadequacy of the trust fund, even with this legislation supported by the proposed increase in tax legislation.

The CHAIRMAN. We have here the President's Advisory Committee, and I would like for you to discuss the criteria, if you can, as it applies to the planning of transportation in the District of Columbia. [Laughter.]

That is something that I think we call well discuss, and if you would rather have it for the record later, but I think that is important.

General PRENTISS. Having served as Engineer Commissioner of the District of Columbia in 1953 and 1954, I was very heavily involved in some of the what we can call now earlier planning for the comprehensive plans for the District of Columbia. The Chairman of the National Capital Planning Commission when I served on that commission was Mr. Harland Bartholomew, and prior to coming to the National Capital Planning Commission as its chairman, he headed up a firm of planners that, under contract with the National Capital Planning Commission, had developed a comprehensive plan for the development of the Washington area.

His plan was remarkably similar to practically every comprehensive study that has been made since, insofar as it contained the concept of the outer belt, and intermediate belt, and inner loop, and the arterials that would connect the inner loop with the highways coming in from all four corners of the map.

It was interesting to note that this approach to the highway needs of the District of Columbia was made prior to the concept of the Interstate System, as a Federal-aid, 90/10 program.

At about the same time, the three subdivisions of the Washington Metropolitan area, Virginia, Maryland, and the District of Columbia highway departments, prepared a coordinated comprehensive plan to see to it that their future highways were properly joined, and it was, as I recall, published about 1952.

It was practically identical to the Bartholomew plan, which was approved by the National Capital Planning Commission, before I came on it.

Now since that time, we have had, I think, about four other comprehensive studies, and the most impressive factor to me is that every one of these comprehensive studies has come up with practically the same answer—the same answer insofar as the outer belt is concerned, the inner loop is concerned, and the important radial connections to the two States.

It is my opinion that based upon a study known as an origin and destination study, which was carried out by the firm of Wilbur Smith and Associates, that 50 percent of the people that comprise the traffic congestions in the central business area are not there because that is their destination.

They are there because they are trying to get through to a destination outside of the central business area. Now with the completion of the inner belt, with the ties from all four corners, people coming into the city could get onto this limited-access, high-speed, inner belt, and avoid the central business district by going around on the inner belt and coming off at the exit nearest their destination.

In my estimation, one of the greatest improvements in safety in the District, in the elimination of traffic congestion in the central business area would be the completion of the inner belt, and the tying in of the inner belt to the interstate expressways that now point their finger at the central city.

I believe that one of the major objections that has been raised to the completion of the inner belt has stemmed from the fact that it will displace persons. It will displace persons and it will require the elimination of housing. And in order to replace these displaced persons, there has to be a continuing housing programing so that there will be some place to put these people.

In my estimation, possibly another one of our difficulties stems from the fact that when we have redevelopment in an area, such as we have in the Southwest Washington, and which is now proposed in the area east of Seventh Street, that there are larger allowances to take care of displaced persons when land for such purposes is acquired by purchase or condemnation.

The allowances are greater than the allowances under our Federal Highway Act for taking care of displaced persons.

So we are faced with the people who are fighting the location of the highway, because it will displace people.

There is another group that is fighting it because they say it will destroy beauty. I think that the highway departments of the District of Columbia and Virginia and Maryland are all quite beauty conscious, and I am quite certain that insofar as the finished product is concerned, it will certainly not be an eyesore in the District of Columbia.

It is unfortunate that we are blocked in doing that which would be of such tremendous benefit to the city, and I want to point out that this highway department, and this highway program, has been completely coordinated with the mass transit program, and in fact, a study that was made for the National Capital Planning Commission in 1959 for both mass transit and highways was quite impressive, in that, in addition to recommending the mass transit system for the District of Columbia, it practically paralleled the previous comprehensive plans for the highway system of the District of Columbia.

My recommendation is that those agencies which today are blocking the program from going forward should certainly realize that we are in an automobile age that we are not going to find conditions any better in the future, even when we have a mass transit system completed, and we are going to find out it is going to be harder and harder and more costly to finish these highways, which eventually we are going to have to do, and I certainly urge that the steps be taken to permit the District of Columbia to complete its highway program simultaneously with completing its mass transit program.

The CHAIRMAN. Thank you, General Prentiss. I want to continue on this subject, because I asked you the question, remembering that you had a very distinguished service as Engineer Commissioner of the District of Columbia.

As we think this in terms of transportation for these urban areas, and particularly this morning, as I question you, in reference to the District of Columbia, I think we have got to take into account that the President's Advisory Council set up approximately, if my memory is correct, on this point, 16 points of criteria.

Now, I remember that parks was a subject matter. The matter of parking was a matter of concern. The matter of the displacement of the persons. You have touched on that facet. The matter of our tax base. The matter of the impact on schools, and churches, and other institutions. The matter of the social integration of neighborhoods. The problem of say, recreational areas. The esthetics, these are just some that come to my mind, of the 16 criteria I believe.

Now, are these criteria applicable to the planning in the District of Columbia and must they all be given weight? Is this your feeling?

General PRENTISS. Well, in my estimation, the National Capital Planning Commission in its comprehensive planning for the District of Columbia has given consideration to these factors, at least it did when I was on it, and I think their 1959 comprehensive plan recognized all of these factors that you mentioned.

The highway department has recently come up with the thought in mind of improving the neighborhoods, particularly on the north leg of the Interstate System, but acquiring a block wide right of way, so

as to improve the housing that exists there, rather than have the housing in a given block considered deteriorated by reason of having a highway in or adjacent to the block.

And also, they are preparing to utilize the air space over the highways.

I think there is also a false assumption that highways take important land off tax rolls, and therefore, cost the city money. Our experience nationwide has been that these modern types of highways do just the opposite. They may take some money off the tax rolls, but there their very existence has so improved the value of the property in that general area as to cause property values and resulting tax income to go up.

Mr. Royce, the matter that we were discussing a moment ago, do you—could you address General Prentiss with this proposal? We were discussing from the standpoint of the State on the displacement, the cost.

Mr. RICHARD B. ROYCE (professional staff member). Yes, Mr. Chairman. Now Federal funds for matching purposes for moving persons and business enterprises are available, are they not, only if the State has similar legislation authorized?

General PRENTISS. That is my understanding.

Mr. ROYCE. And I believe in yesterday's testimony, it was reported that some 33 States now have such legislation. The question is whether or not, in your opinion, it would be advisable that all States have such legislation as a condition of receiving Federal aid funds for urban projects?

General PRENTISS. Well, that is a matter that I have given no consideration to. My assumption is that the States that have found that the problem of location particularly in urban areas has created a road block, so to speak, are the ones that have had the foresight to go ahead and get the authority to put up the matching money.

I will ask Mr. Miller to speak on it.

Mr. MILLER. Mr. Chairman, from the legal aspect, I would like to suggest for your consideration a less drastic approach than thinking in terms of a penalty for noncompliance. Perhaps, we could think in terms of a bonus to the States.

I would be somewhat apprehensive of the suggestion of cutting off Federal aid to the States. It could result in a situation of shutting down a state's program, although the highway department, per se, would not be responsible.

The CHAIRMAN. You are thinking of an incentive rather than a threat?

Mr. MILLER. Yes; I would like to believe that the same result—and I concur with Mr. Royce 100 percent—could be accomplished through an incentive plan rather than a penalty.

Mr. ROYCE. If I may, Mr. Chairman, may I pursue this a little further?

The CHAIRMAN. Yes, go ahead.

Mr. ROYCE. It was stated yesterday that the average payment for relocating businesses was in the magnitude of \$1,500—the law allowing \$3,000, \$2,000—the assumption thereby being that the limit is adequate. This has not apparently been the experience in other Federal

agencies, and under the urban renewal program, there have been, I believe, administrative rulings allowing a maximum of \$25,000 for the relocating of a business.

Would you, in your opinion, consider the present statutory limits under the Federal-Aid Highway Act realistic?

Mr. MILLER. Mr. Chairman, as evidence placed before the committee has shown, experience to date has indicated that the average has been well within the statutory maximum, of \$200 for a home, and \$3,000 for a business. However, as we move more into the urban areas and the more complicated phases of construction, you could readily find situations where the present limitations were not adequate, as is evidenced by other Federal laws and administrative procedures.

Mr. ROYCE. Thank you, Mr. Chairman.

The CHAIRMAN. Yes. Thank you for discussion on this point.

We go back again, now, to these criteria, these points that are at issue. They have a very peculiar impact on the urban areas, as we think of our urban freeways, and whether these criteria, in general, would apply. What do you feel about this?

Must they apply, can they apply, are they feasible and all of these points that we have been raising here. Are we to just brush them aside, or do we have to take all of them into consideration, General Prentiss?

General PRENTISS. I think all of them have to be given consideration, and I think that we have to have sense enough, based on sound judgment and experience, to weigh them, so that one criteria will not block a whole program out of proportion to the consideration of the others plus the ultimate benefit the program brings to the general public.

The CHAIRMAN. You feel, then, that in the District of Columbia, the problems may be of perhaps a more pressing need because of the nature of the capital itself, as a focal point, but that the criteria to be considered here are criteria that must be considered and applied throughout the country generally on the urban freeway program. Is this correct, sir?

General PRENTISS. That is right.

The CHAIRMAN. General Prentiss, I know that Senator Harris, who is present today, is concerned, as I am concerned, with some of your testimony, because you have asserted that under the present law, the Bureau of Public Roads cannot approve the financing of projects which cannot be accomplished, completed by October 1, 1972. Now does this mean, General Prentiss, that even if the design and the engineering have been completed, the rights of way acquired, that such a project could not be approved for construction?

General PRENTISS. I will let Mr. Miller answer that. Will you answer that, please?

The CHAIRMAN. Mr. Miller?

Mr. MILLER. Mr. Chairman, this statement may be somewhat misleading, though it is certainly not so intended. To give you a concrete example, the problem, Mr. Chairman, you have raised exists in the District of Columbia and threatens the District of Columbia with a loss of funds. Federal funds are apportioned 2 years in advance, and normally, must be obligated within 4 years.

There is a statutory availability period of 2 years after the year of authorization, at which time, unless the funds are committed, they lapse. Thus, the State, or the District of Columbia as the case may be, would lose those funds. Now when we speak in terms of a positive completion date, a specific project, of necessity will have to be advanced to a point where it could be completed before the end of the program. Where it obviously would be impossible for a State to complete on schedule you would have a technical forfeiture.

The District of Columbia is facing such a problem. I understand there are other such cities. There has been testimony before this committee, which raised the question of transferring earmarked funds for San Francisco—because of the delay there—to Los Angeles, to prevent the lapsing of those funds. It is these situations we had in mind.

The CHAIRMAN. Then perhaps we might think in terms of legislative action that could give greater flexibility in reference to this matter. It might be so. We will surely be looking into that situation.

I know that your comment in reference to our post-1972 needs, were, I think, very helpful to the subcommittee.

You, I believe, were suggesting that Congress perhaps should spell out the types of roads that should be considered in the study, and recommend, perhaps, matching ratios.

Is that right?

General PRENTISS. Yes, sir.

The CHAIRMAN. General Prentiss, in your opinion, if the Byrd amendment were repealed—you discussed the Byrd amendment—I wonder how many States would complete their Interstate System portions prior to 1972?

General PRENTISS. Well, I don't have the information on that, but my thought there was that in the event that funds in the highway trust fund, as has been stated, are lacking to the tune of \$2 billion, that we would prefer to see the program continue, rather than have the most advanced States stopped because of a lack of money, and it might be, for example, that since this \$2 billion would be spread over the period from 1967 to 1972, that in any one year there might be a relatively small amount that would have to be borrowed to allow one State to move forward in excess of what they would normally be able to get, predicated upon the amount of cash in the highway trust fund, and yet stay within their apportionment.

This would be merely a temporary move, until such time as the Congress faces up to the overall cost and makes a major move to put it on a sound financial basis.

This might be an authority for the fiscal year of 1967 only.

The CHAIRMAN. Well, it is a challenge the Congress is going to have to meet. This is a very complex problem from the standpoint of the tax.

General PRENTISS. It certainly is.

The CHAIRMAN. The tax, and the method, and it is not easy. We are giving it, certainly, very careful consideration.

Senator HARRIS, I am sure you will want to make a comment.

Senator HARRIS. Mr. Chairman, I don't have any initial questions, except to say in line with what General Prentiss has said, and while

we are working out what must be done now to complete the present Interstate System, I think it is true that we have got to look ahead and commence now with more urgency, and I know our chairman shares this view, as to what would be done after 1972, and I think you make a very good point about the possibility that your State highway departments will run out of anything to do in their design and planning departments, and so forth, while we are waiting to decide what might be done after 1972, so I certainly share your concern about that, and the notice of urgency that you have sounded here.

General PRENTISS. Well, Senator, I think that we should recognize also that when the State highway department engineers run out of work to do, that immediately following that condition, we are going to find relatively large segments of the highway industry, that will be running out of work also, and that we will have contractors going broke, and we will have equipment manufacturers laying people off, and we will have material producers laying people off. This highway industry makes a tremendous contribution to the employment situation of the country, and one of the things that we are hoping will happen will be this dovetailing of present and future programs with a transition, such as to not cause a heavy layoff of employment in industry.

Senator HARRIS. A good point. That is all I have, Mr. Chairman.

The CHAIRMAN. Thank you.

General Prentiss, following the observation of Senator Harris and your response, I believe that I would close with some discussion, and I know you will enter into it, what is the level that the construction industry is now operating at throughout the country?

Now I know there are State and regional differences, and all, but I wonder if you could just give us the capacity of the highway construction industry, as it now operates.

General PRENTISS. Well, our information is that industry is operating at about 60 to 65 percent of its maximum capacity.

The CHAIRMAN. Sixty to sixty-five percent. Let's ask you, what was it last year, the year before?

General PRENTISS. I would have to check into those figures, Senator.

The CHAIRMAN. We have, I believe, Mr. Royce, some figures about the cost index, do we not?

Mr. ROYCE. Yes, Mr. Chairman.

The CHAIRMAN. I wonder if you might discuss these figures from the Department of Commerce while General Prentiss and Mr. Miller are here?

Mr. ROYCE. Yes, and I might relate that to the question of the capacity at which the highway construction industry is operating, and with your leave, Mr. Chairman, I would like to introduce for the record at this point the Commerce Department bulletin issued Friday, April 22, 1966, the highway construction price index for the first quarter, 1966.

The CHAIRMAN. Without objection, we will include this in the record.

(The bulletin referred to follows:)

[For release April 22, 1966]

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C.

BPR 66-10.

HIGHWAY CONSTRUCTION PRICE INDEX FOR 1ST QUARTER 1966

The cost of highway construction in the first quarter of 1966 rose 2.3 percent above the previous quarter, to 109.0 percent of the 1957-59 average, the U.S. Department of Commerce announced today.

Trends in highway construction costs are measured by an index of average bid prices compiled by the Department's Bureau of Public Roads from reports of Federal-aid highway construction contracts awarded by State highway departments.

The increase of 2.3 percent follows a 0.1 percent decrease for the previous quarter. The composite price index for the first quarter of 1966 is 5.6 percent above that for the first quarter of 1965. Highway construction costs have been on a modest upward trend since mid-1960.

With 1957-59 as a base period, the price index has risen from a low point of 84.0 in the second quarter of 1955 to a pre-1966 high of 106.9 in the second quarter of 1965, a total increase of 27.2 percent. The total increase from the same low point through the first quarter of 1966 is 29.7 percent. The index for the first quarter of 1966 is 2.0 percent above the previous high of 106.9 in the second quarter of 1965.

The quarterly price index during the past 2 years and the percentage changes from the preceding quarter in each case have been as follows:

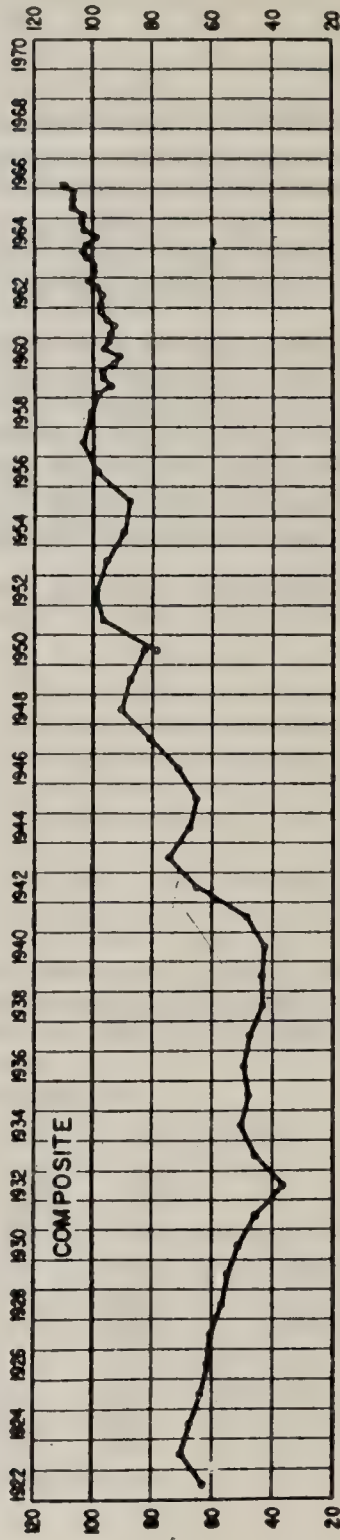
	Price index	Percentage change
2d quarter, 1964.....		
3d quarter, 1964.....	99.3	-2.8
4th quarter, 1964.....	102.4	+3.0
1st quarter, 1965.....	103.8	+1.4
2d quarter, 1965.....	103.2	-0.5
3d quarter, 1965.....	106.9	+3.5
4th quarter, 1965.....	106.7	-0.2
1st quarter, 1966.....	106.6	-0.1
	109.0	+2.3

The price levels of the component items of the index in the first quarter of 1966, the previous quarter, and the same quarter a year ago, and the corresponding percentage changes, are shown in the following table.

	Price index, 1957-59=100			Percentage change this quarter from—	
	1st quarter, 1966	4th quarter, 1965	1st quarter, 1965	4th quarter, 1965	1st quarter, 1965
Excavation.....	116.7	114.8	110.0	+1.7	+6.1
Surfacing:					
Portland cement concrete.....	102.4	98.4	99.0	+4.0	+3.4
Bituminous concrete.....	90.7	96.2	90.7	-5.7	+1
Composite surfacing.....	96.3	97.3	94.7	-1.0	+1.7
Structures:					
Reinforcing steel.....	99.7	98.3	92.9	+1.4	+7.3
Structural steel.....	110.4	105.7	99.5	+4.5	+11.0
Structural concrete.....	119.4	111.0	111.6	+7.5	+7.0
Composite, structures.....	113.0	107.0	104.4	+5.6	+8.3
Composite price index.....	109.0	106.6	103.2	+2.3	+5.6

PRICE TRENDS FOR FEDERAL-AID HIGHWAY CONSTRUCTION

1957-1959=100



Mr. ROYCE. It shows for the first quarter of 1966 an increase, a general increase in the price index of 2.3 percent. During that same period, in the breakdown of various construction activities, the major increase was in the field of excavation of 6.1 percent.

Now my question, General Prentiss and Mr. Miller. If the construction industry is operating at approximately 60 to 65 percent at capacity, this would then not be a case of inflation brought on by an excess of demand pressing on supply, as has been asserted with regard to other aspects of the national economy.

What explanation could you give for this rather dramatic increase in the first quarter of this year, as well as a general inflationary development?

The CHAIRMAN. I would like to add, I believe the composite cost increase is something like what, 5.4 for the quarter?

Mr. ROYCE. Yes, 5.6.

The CHAIRMAN. Thank you.

Mr. MILLER. Mr. Chairman, I may address a few remarks to the point. As I understand Mr. Royce has selected the one work item of excavation?

The CHAIRMAN. That was the highest.

Mr. MILLER. Well, I might observe in that connection while it might be the highest, a little research will indicate that the cost of excavation is approximately what it was 40 years ago. Industry has actually done a wonderful job in holding the line, Mr. Chairman, due to technological advances and other items.

Now with regard to the current prices, they are somewhat seasonal, and could be misleading. In the field of excavation, which takes us into areas of compaction, we might increase the requirements to satisfy specifications which affects cost.

Also, labor costs have increased across the board. We have experienced increases in cost of equipment, particularly materials handling equipment and excavation equipment. As you know, these items today run into thousands of dollars, I believe you will find that our statement can be verified, by the actual competition on the projects.

Whereas a few years ago, if you please, you may have had 3 or 4 bids per project on these very jobs we are discussing, today, you will have an average of about 6 bids per project, and sometimes 17. and that is very high competition in our industry, sir.

Mr. ROYCE. Mr. Chairman, if I may.

The CHAIRMAN. Yes.

Mr. ROYCE. I had reached no conclusion, Mr. Miller. I was just asking a question. I am certainly not charging the construction industry with exorbitant prices.

The CHAIRMAN. We are getting into this, talking about excavation and cement, and what not, and we get over into structures, certain types of steel.

These are up very high, perhaps 11 percent.

Mr. MILLER. Yes.

Mr. ROYCE. That is not the industry's fault.

Mr. MILLER. Of course, the price of steel is reflected in the cost of construction machinery.

Mr. ROYCE. I would have one further question. In view of the level of capacity at which the industry is operating, would you consider, then, the increased authorizations recommended in S. 3155 as non-inflationary? Let me rephrase my question.

You could accommodate this without taxing your capability, and thereby increasing prices.

Mr. MILLER. Mr. Chairman, that very definitely would be our conclusion. I might add that in testimony recently given before the Subcommittee on Roads of the House Committee on Public Works, the Associated General Contractors of America, in testifying in this area, arrived at the very same conclusion, and as I recall, had substantial documentation to maintain their position. An accelerated program would in no sense have inflationary pressures or in any manner be a crash program. It could be taken in stride.

Mr. ROYCE. Thank you, Mr. Chairman. I have no further questions.

The CHAIRMAN. Thank you, General Prentiss, and thank you, Mr. Miller, and just as we conclude the hearing this morning, I want to emphasize what you have emphasized, and it has been emphasized also by Mr. Shumate and Mr. Johnson.

We are fortunate to have you four gentlemen appearing here today. Those who are charged with the State administration of these road programs, those of you are charged with now knowing the problems of the construction of these roads, it is your feeling, General Prentiss, that the safety and the social and esthetic values can be built into this program, as well as the engineering features, and still we can complete it on target, October, 1972. Is that correct?

General PRENTISS. I see no reason to the contrary. Unless we have people with the authority to block, who will do nothing but block.

The CHAIRMAN. Now the final question. We can do all of this, if we have the money, can't we?

General PRENTISS. Right.

The CHAIRMAN. And so we come back to the fact that the Congress, responsive to the needs, must find the ways with various facets of our tax base to do it. Is that correct?

General PRENTISS. That is right, sir.

The CHAIRMAN. Thank you, General, and gentlemen, very much.

Mr. MILLER. Mr. Chairman, I might add we have the money in the District of Columbia, and still can't spend it.

The CHAIRMAN. Well, that is another subject, almost, isn't it?

Thank you very much.

General PRENTISS. Thank you, sir.

(Whereupon, at 12 noon the subcommittee recessed, to reconvene at 10 a.m., Friday, May 13, 1966.)

FEDERAL-AID HIGHWAY ACT OF 1966

FRIDAY, MAY 13, 1966

U.S. SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10:05 a.m., pursuant to recess, in room 4200, Senate Office Building, Senator Jennings Randolph (chairman of the subcommittee) presiding.

Present: Senators Randolph, Montoya, and Tydings.

Also present: Richard B. Royce, professional staff member.

The CHAIRMAN. Good morning. We will begin our hearing.

Mr. James Sprouse is our first witness. We are very gratified that you are here speaking for an important segment of the contracting business. We have valued your counsel, and the counsel of your associates, in the past. We are sure you will be helpful again today. The subcommittee members join me in the welcome to Mr. Sprouse and to the group accompanying you.

These individuals come from the chapters at the so-called local levels of the Associated General Contractors of America. We are more familiar, of course, with those of you who work here in Washington. Yet we realize how important it is to have, throughout the country, persons who have a knowledge of conditions, challenges and problems, throughout the United States also.

These persons are in a very real sense the citizens within your organization, who are doing a job of programing for the future, with a very keen realization of the responsibilities of the present. They come from California, Texas, Minnesota, Oregon, North Carolina, Iowa, Indiana, Washington, and Ohio, and presumably the people in West Virginia know so much already that they weren't required to come to Washington with this group. [Laughter.]

Mr. Sprouse, I am very happy to be able to welcome you and your associates today.

STATEMENT OF JAMES SPROUSE, DIRECTOR, HIGHWAY AND HEAVY DIVISIONS OF THE ASSOCIATED GENERAL CONTRACTORS OF AMERICA

Mr. SPROUSE. Thank you very much, Mr. Chairman. I will be happy to convey your regards to Gene Brown, of West Virginia.

On behalf of the association, I express my appreciation for the opportunity to appear before you and your committee on this very important legislation. I appreciate also, Mr. Chairman, your kind remarks concerning our guests here this morning, who are from those organizations that constitute the backbone of our association.

Mr. Chairman, my name is James M. Sprouse, director of the highway and heavy divisions of the Associated General Contractors of America.

I appear before you today as spokesman for the Associated General Contractors of America, a trade association of nearly 8,000 of the Nation's leading general contractors.

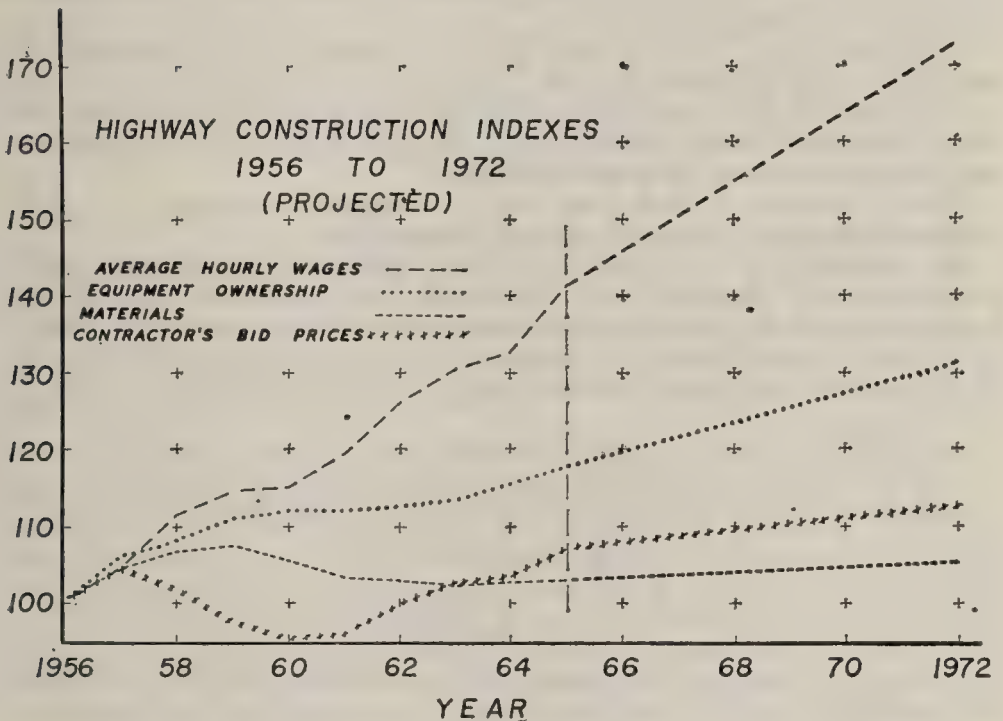
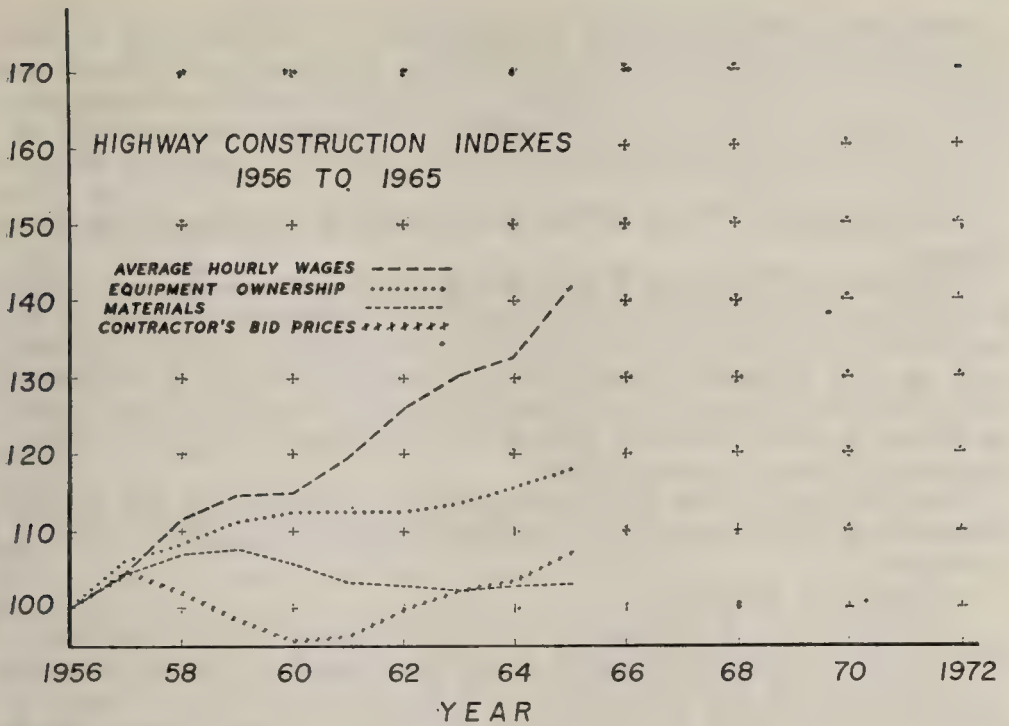
About 4,000 of the AGC members are engaged in highway construction, and many others perform work related to highways.

I have outlined this background to indicate the concern which the AGC has in matters pertaining to highway legislation, and certainly we have a keen interest in S. 3155, the bill you are considering in these hearings.

This bill authorizes an increase of \$4.9 billion in the funds necessary to complete the Interstate System and extends its completion date 1 year. The AGC supports these proposals as a practical move under present circumstances, although we still hope, as I'm sure you do, that ways and means can be found to complete the Interstate on its original schedule.

We note that the increased apportionments for fiscal 1968 and 1969 are based on the 1965 cost estimate submitted to the Congress in January 1965. This estimate increased the cost of the Interstate System by \$5.8 billion, to a total of \$46.8 billion. We believe that this figure is unrealistic. It was based on the average unit prices bid during 1963, and contains no allowance whatsoever for possible future cost increases and price trends. It is, then, a statement of what it would cost to complete the Interstate System if prices remained unchanged from 1963 to 1972. Unfortunately, this is far from what is likely to happen. In the little more than 2 years since that estimate was made, contract construction costs have already increased almost 5 percent. And they continue to rise. Inflationary increases in hourly wage rates, in almost all cases far above the President's guidelines, are making it impossible for the contractors to continue to hold the line on their bid prices as they have since 1956. Such wage increases have brought us to the point in our industry where, by 1969, operating engineers in Arizona will receive \$7.19 an hour compared to the \$5.48 they received in 1965; equipment operators in Chicago will get \$6.55 an hour, and the same is true from coast to coast, so that the average wages in the building trades will be between \$5 and \$7 an hour by 1969.

This has a very direct effect on the cost of building highways. At this point I request your attention to the two charts which I am submitting.



Since July 1, 1956, the date we associate with the beginning of the Interstate System, the cost of construction materials to the highway contractor has increased 3 percent. The cost of owning and operating equipment has increased 18 percent. Average wage rates have gone up 42 percent, but contractors' bid prices have increased only 7 percent.

The CHAIRMAN. What is the point you are making there, Mr. Sprouse?

Mr. SPROUSE. The point I am making, Mr. Chairman, is that in the face of these tremendous cost increases, the competition that exists in our industry has held the contractors' bid prices to a 7-percent increase in spite of a 42-percent average wage rate increase. I don't think, Mr. Chairman, contractors can continue to hold that line, when, based on all the economics we can gather, they operated in 1965 at a little less than 1.5 percent average profit.

The CHAIRMAN. Now let's pursue this just further at this point. Competition would enter into this figure; increased productivity would be a factor.

Mr. SPROUSE. Yes, sir.

The CHAIRMAN. And what would be that rate of productivity rise? Would you have any figure that you might supply to the committee?

Mr. SPROUSE. I think we can supply the figure, Mr. Chairman. I would point out that the contractors in 1964—this is the last time I looked at these figures—were moving a cubic yard of dirt for the same price they did in 1925. The reason for this, of course, is increased productivity. Larger equipment, equipment that is able to move more dirt, with less manpower.

The CHAIRMAN. Mr. Sprouse, what is composite cost increase? I would like to have that explained.

Mr. SPROUSE. The composite cost increase is the cost increase of wage rates, labor costs, material costs, the cost of owning and operating equipment, and the contractors' bid prices.

The CHAIRMAN. Thank you, sir. I wanted the record to reflect those various items. Now, if you will, proceed, sir.

Mr. SPROUSE. If this trend continues—and grows no worse, which is unlikely—by October 1972, the scheduled completion date of the Interstate System, materials costs will increase 5.3 percent over 1956; equipment costs will be up 31.4 percent; average wage rates will be up 73 percent and, at the rate we are going, contractors' bid prices will be up 12.3 percent.

Mr. Chairman, if I might interject something at that point, I am basing the projection on the assumption that the contractors' bid prices are going to increase by the same rate which they have since 1956. I have no crystal ball; therefore, the only way I can judge the future is by the past, and I am doing so here. However, I do not think that is a realistic figure. I think the contractors' bid price would have to increase more than 12.3 percent in the face of a 70-percent average wage rate increase. We could have inflated this figure tremendously, also, if we had taken the average union wage rate increase.

The CHAIRMAN. Yes.

Mr. SPROUSE. I have gone into this at some length to bring this condition to your attention as forcefully as possible. I think it should be

clearly understood by you gentlemen who shape national policy, who conceive and guide national legislation, that the 1965 cost estimate simply will not, cannot, do the job. It is clear that the cost will be much greater, probably more than \$50 billion.

We support the provision in S. 3155 to continue authorizations for the ABC systems at the \$1 billion a year level. This carries out the intent of this committee, and of the Congress, as set forth in the Federal-Aid Highway Act of 1956.

This authorization will continue the improvement of our nationwide network of arterial roads, help the ABC system move forward with the interstate program, accelerate the improvement of secondary highway systems and improve the urban extensions of these systems—all of which are vital to the development of our cities, the utilization of our natural resources, and the promotion of the Nation's industrial and agricultural growth.

When we testified before this committee on August 10, 1964, expressing the views of the Associated General Contractors of America on the highway beautification bills which you were considering at that time, we said that our members are as eager to preserve and enhance the beauty of this country as any other group of citizens. But we also pointed out that we had serious reservations about the provisions of the highway beautification bills which would have diverted revenues from the Highway Trust Fund for purposes other than those for which the fund was created. We express the same reservation regarding the bill before you today.

Our reservation applies also to the provision which would finance forest highways and public lands roads from the trust fund: both provisions would take large sums of money from the Highway Trust Fund without reimbursing the trust fund in a like amount. In this matter we are guided by the resolution adopted at our 47th annual convention, held here in Washington in March of this year, in which several members of this committee participated. The resolution reads:

Whereas, when the Highway Trust Fund was established in 1956 it was the intent of Congress that expenditures from the fund were to be made for the construction of highways and the administrative expenses of the Bureau of Public Roads, and

Whereas, on at least two occasions money from the trust fund has been used for other purposes, and there are now before the Congress proposals which would authorize additional diversions and which would further deplete the trust fund,

Now, therefore, be it resolved, that the Associated General Contractors of America, assembled in its 47th annual Convention, March 14–17, 1966, views these proposals with increasing concern, and urges the Congress to reject any which are not accompanied by corollary provisions to reimburse the trust fund in equal amounts.

The AGC has frequently expressed to this committee and to other committees of the Congress its strong conviction that the integrity of the Highway Trust Fund must be preserved. We do so again today. The bill now before you would create another drain on the Highway Trust Fund at a time when highway financing problems already are acute.

This is not to say that the highway beautification program and the forest and public lands roads should not go forward, for indeed they should. It is simply a matter of proper financing, which the Congress can and should work out.

In closing, Mr. Chairman, I should like to say that those whom I represent here today are contractors. They are also responsible citizens, and are fully aware of the world-wide responsibilities of our country which must be sup-

ported. Many of our members are working throughout the free world today, helping to carry out these obligations.

The principal subject we are discussing here is, to use its proper title, the National System of Interstate and Defense Highways. To the highest degree consistent with our overall obligations, we urge that this system of highways, so vital to our Nation's defense, economy, and safety, be completed on time.

The highway construction industry has the capacity to do this. There are problems, to be sure, including shortages of skilled manpower in certain areas, but there are no problems which the construction industry cannot work out. It will take the teamwork of public officials, labor leaders, equipment manufacturers, suppliers and contractors, but it can be done. Thank you.

Again, Mr. Chairman, I express the appreciation of our association for the opportunity of appearing before you this morning.

The CHAIRMAN. Thank you, Mr. Sprouse. The subcommittee is appreciative of the succinct and sincere manner in which you present the viewpoint of the Associated General Contractors of America.

I note that in the concluding part of your statement, you indicate that you believe that the task of completing the Interstate Defense System can be done by October 1, 1972. Is that correct?

Mr. SPROUSE. We believe so, Mr. Chairman, provided, of course, the money is provided.

The CHAIRMAN. Yes. In essence, that is the position taken by other organizations that have appeared before the subcommittee through their representatives, the association of State highway officials, the American Roadbuilders Association, the Associated General Contractors of America, and generally, I would say that those who are close to the construction program do feel that, provided the money can be made available, you have the personnel and the know-how and the material to do this job. Is that correct?

Mr. SPROUSE. We believe the highway construction industry operated at about 60 percent of its capacity in 1965, Mr. Chairman.

The CHAIRMAN. What was that figure?

Mr. SPROUSE. We believe the highway construction industry operated at about 60 percent of its capacity in 1965.

The CHAIRMAN. What was it in 1964?

Mr. SPROUSE. About the same. We ran the figures in 1964. We did not run them in 1965. I would think that the figures would be about the same.

You may recall, Mr. Chairman, and this has been said many times before this committee, and I have heard you say this in your public addresses, that in 1956, when your committee, among others, was considering this legislation, there was a great deal of doubt about whether the industry could gear up to this monumental task, whether there were enough engineers, contractors, enough equipment to do the job. There is no doubt of that any more.

The CHAIRMAN. I want to ask this question, Mr. Sprouse. If the bid by contractors in relationship to prices will be up 12.3 percent by 1972, then we naturally would be constructing approximately that much less mileage on the ABC system, for each \$1 billion of authorization. I think that is true. Would you give me your feeling about it?

Mr. SPROUSE. I think it is true, Mr. Chairman, and we are increasing the authorizations on the Interstate System. It is necessary to increase

them, rather, if the system is to be completed. The new cost estimate is up \$5.8 billion. It seems only logical, and sensible, that in order to keep these two programs in balance, that the Congress would give consideration to increasing the authorization on the ABC system proportionately to those necessary on the interstate system.

The CHAIRMAN. Mr. Sprouse, I appreciate your last statement, because I agree with you completely. I feel that we must give very prompt consideration to the balanced system, and that, of course, includes not only the Interstate and Defense System, but the ABC system as well, and so the matter of authorization will have to be a subject of consideration by this subcommittee.

Mr. SPROUSE. If we neglect either system, the system which is getting the attention will inevitably suffer.

The CHAIRMAN. Mr. Sprouse, again, to you as the director of the highway and heavy divisions of the Associated General Contractors of America, and to the important segment of this construction industry which you represent, the subcommittee is appreciative of the counseling which you have given to us this morning. I assure you that the recommendations which you have made will be given most careful consideration by me personally. I agree with much of what you state.

Thank you, Mr. Sprouse.

Mr. SPROUSE. Thank you, Mr. Chairman.

The CHAIRMAN. And gentlemen, those of you who are here this morning, I am very grateful that you have come to our subcommittee hearing.

Mr. Malcolm, please?

Mr. Malcolm, if you and Mr. Smith will take your places.

Mr. Malcolm, I know of your background, your professorship in engineering in California, and I know that you have been in research work at Johns Hopkins University, and I know that you have led a team that developed the management control system for the Polaris program, and I know that you have been sharing in the development of the schedule of that important project.

Now, if you will give us the title of the organization which you represent this morning in your testimony, we will appreciate it, and we will move forward with your presentation.

STATEMENT OF DONALD G. MALCOLM, PRESIDENT, MANAGEMENT TECHNOLOGY INC., LOS ANGELES, CALIF.; ACCOMPANIED BY KERN SMITH

Mr. MALCOLM. Thank you, Mr. Chairman. With me is Kern Smith, who is also of Management Technology, Inc.

The CHAIRMAN. We are delighted to have you, Mr. Kern Smith, with us.

Mr. SMITH. Thank you.

The CHAIRMAN. If you will proceed now.

Mr. MALCOLM. The committee has asked me to comment on program management procedures and controls in relation to the Federal highway aid programs. I have a detailed statement that has been prepared, and has been circulated, and I would like to hit just a few of the highlights this morning.

(The prepared statement follows:)

PREPARED STATEMENT OF D. G. MALCOLM, PRESIDENT
MANAGEMENT TECHNOLOGY INC.

The Committee has asked me to comment on Program Management Procedures and Controls in relation to Federal Aid Highway Programs. I appreciate the opportunity to express my views and offer some suggestions as to ways that the managerial task may be enhanced. With me is Mr. Kern Smith, also of Management Technology Inc.

Effective management of the Federal and State highway programs requires effective Planning, Programming, Budgeting, Scheduling and Control practices. Modern aggressive, innovative management is the keystone to getting the job done on time and with improved productivity of the scarce human resources available. Program Management techniques and practices represent one of the major new ways in which highway managements are reducing costs, improving schedules and increasing productivity in the Highway Program.

At the outset, I should like to emphasize that the management of our Interstate and Federal Aid Programs has been both efficient and effective. And like all elements of the Federal Government, improvement in management practices and decision-making is being diligently pursued by the Bureau of Public Roads and its partners, the 50 State Highway organizations. In reviewing progress made in the past 5 to 10 years, one cannot help but be truly impressed with the continuing dedication and remarkable results that have been achieved. Consequently, the remarks made here are solely in the spirit of finding ways to make this job more effective and responsive to the needs of our society. It is my opinion that, with proper research and encouragement, program management concepts can be spread at a much faster rate than is occurring.

This discussion is directed to three major points:

1. What is Program Management in the Highway field and what does it accomplish?
2. Some examples of Improved Management Practices in the Highway Program.
3. What further can be done?

What is Program Management?

"Program Management" refers to the means by which specific goals are set for overall accomplishments in designing and developing highway facilities and the means by which progress is measured and controlled. In short, program management is the means or apparatus for management to keep focused on program objectives, to give direction to and to set balanced targets for all elements of the organization and to keep informed of real progress. Program management also involves a particular form of organization which features both specialization in kind of work on the one hand—the WHAT and HOW of the job—and also a means for concentration on achieving the end objective on the other hand—the WHEN of the job. For this reason, program management is often called "results management" or "objectives management". Properly organized and staffed, the program management approach provides a set of running checks and balances on the performance of the organization and its elements. This capability to look both within and across the organization, as we shall discuss later, is doubly important in highway management wherein the beneficial effects of competition operate only in the construction phase.

The procedures or "tools" of program management were originally developed in the Defense Establishment under such names as PERT, PPB, CPM, Systems Analysis and Systems Engineering, and have served to provide fast, flexible, streamlined controls for the management of today's complex, interrelated development programs. These tools, aided by computer processing of information, have permitted decisions to be made with reliable visibility of status, to forecast future status and potential problem areas, and to give more meaningful management direction.

Recognizing the need for similar innovation in its expanding road program, the Bureau of Public Roads has endorsed and assisted in the development of Program Management concepts in the Interstate and Federal Aid Programs. These applications have had quite beneficial results. Selected examples will be described in a later section.

Program Management accomplishes the following. It provides:

Planning.—

- Determining the jobs to be done.
- Setting objectives for completion.
- Providing a means for establishing priorities and allocation of funds to jobs.

Budgeting and Programming.—

- Translation of plans into budgets and programs of projects.

Scheduling.—

- Master Scheduling—manpower, cost and time targets.
- Functional Scheduling—the jobs in each department are planned in relation to the flow of work and end objectives.
- Task Scheduling—the scheduling of individual jobs in a function consistent with overall objectives. Use of Work Package or “process standards.”

Review & Control.—

- Progress reporting relative to each function.
- Scheduling performance.
- Physical accomplishment.
- Resources utilized—manpower, cost.

Exception Reporting.

- Deviation from target.

Management Center.

- Displays of program progress.
- Financial.
- Physical accomplishment.
- Manpower—productivity measures.

An arena for program review, coordination and decision.

Viewed as a whole, program management puts management more firmly in the driver's seat with the pertinent and timely information to guide the course of the organization's efforts. Because of this improved quality and timeliness of the information made available and the capability to focus on the future, management is able to anticipate problems and bottlenecks *before* they occur. The benefits of this fact alone are often phenomenal—since preventing a problem from occurring saves not only the problem-related costs, but also the human energies spent in self-defense and justification. Under program management, the organization's morale is generally improved by being able to concentrate on *where it is going*, rather than describing why it performed as it did.

Some Examples of Improved Management Practices in the Highway Management Program

A word on the size and dynamic nature of the road program is in order to appreciate the challenge which has been given to its management. Since 1951, highway departments have been responding to the explosive nature of new highway facility requirements specified by Federal and State highway legislation. In many States, highway departments have grown nearly 10-fold in the last 15 years, and the amount of work, as measured by both dollars handled and projects undertaken, has increased commensurately.

Total receipts for highways provide another basis for illustrating this growth. On a national basis, total receipts for highways from all sources has increased 110% in the past 10 years—from \$7.4 billion to \$15 billion. The number of employees in Federal and State Highway organizations has probably increased on the order of 40% during this time.

From these figures, it is quickly seen that a typical State Highway department must certainly have become both a different size and *kind* of business. As in the growth of any business, management must learn to develop an organization which pulls together work of like kind for functional specialization, to provide the means for coordinating and directing the flow of work, and to develop fast flexible means of information for review and control. Super-highway construction has indeed laid on the requirement for super-management.

The construction industry has benefited from some of the research in management methods developed in the Defense Establishment. In 1959 through 1962, the Defense Establishment researched and developed program management tools known as PERT (Program Evaluation and Review Technique), PERT/Cost and subsequently, the Program Planning and Budgeting System (PPBS) of Dr. Charles Hitch.

The Bureau of Yards and Docks and the Corps of Engineers, heavily engaged in engineering and construction programs, have utilized these and similar techniques in the planning and managing of their engineering and construction programs. Today these tools are in wide use throughout the construction industry and are generally referred to as PERT/CPM Networking.¹ Cost reductions of 20-25% are not uncommon where these and other cost controls have been utilized.

In the highway area, in 1962-63, the State of West Virginia and the Bureau of Public Roads engaged in a research and development program to determine whether networking could aid in the internal management process of a State highway organization. Up to this time, CPM was generally conceived of as something the contractor family should be encouraged to use rather than an internal management system.

Burl Sawyers, State Road Commissioner in West Virginia, felt that this approach could also be used to identify and communicate his planning targets for engineering, right-of-way acquisition and construction more effectively, both internally and externally, and would improve the productivity of his total available manpower resources. Consequently, the research was directed to the development of what has since been called an "Integrated Highway Management System". This system, installed in 1963-64, has led to the following results in West Virginia's road program:

Program Status.—

In 1962, West Virginia ranked 47 among the States in regard to federal monies obligated. By the end of 1964, one year after the system was in effect, the State ranked 35th.

At the end of CY 1965, West Virginia has moved to above the national average and, as of April 30, ranked 22nd in Interstate, 12th in ABC for a combined ranking of 17th.

Productivity.—

Nearly 4 times the dollar amount of contracts (both dollars and mileage) were let in 1964 and 1965 as were let in 1961.

Total manpower in 1965 was 29% greater than in 1961.

Communications.—

A bond issue was authorized by the State Legislature and approved by the citizens by an approximately 4 to 1 ratio—aided in part by the more definitive description of the program and its benefits provided.

A Management Center was developed to display program status in terms of manpower, cost, schedule and physical performance. This center—often called a "war room", or an "arena for decision"—has improved internal communications and also communications with the public and other government agencies.

The results in West Virginia attracted a film producer to visit West Virginia and to include scenes of its management system in a film called "Follow Through," the story of advanced networking in the construction industry.

Subsequently, these and similar concepts have spread into many other States, such as New Jersey, New Mexico, Pennsylvania, California and Colorado, to name a few.

California, for example, has developed a planning horizon consisting of 8 years of highway programming. It has set up a program and budgeting system, coupled with a monitoring section, which permits major milestones in construction and unbudgeted projects to be systematically reviewed and exceptions flagged to management's attention.

Colorado has automated its project estimating system to speed up and increase productivity of its proposal estimating function, and New Jersey has created a "management center" for displaying its program and goals.

However, the surface has only been scratched; continuing improvements in the management process can be made in many areas. Program management and related techniques can be spread throughout highway organizations much faster if it becomes a recognized management goal. We need mostly to develop an attitude of mind and provide the incentive programs to make such improvement.

What Further Can Be Done?

In the main, the major challenge to top management in the Road Program is no longer a challenge in improving the technology of road building, but rather

¹ Where "CPM" means Critical Path Method.

a challenge in what we might call the "social engineering" of the program. Problems in performing cooperative planning, in selecting routes, in securing right-of-way, and in providing effective communications to interested citizenry and local governments now require increasing time and resources in every highway department and certainly involve new approaches relative to planning and communications. The life cycle in a road project now runs 8-10 years from conception to completion of construction, and will probably increase. These upstream aspects of the work—the "social engineering" of the program—have become more and more significant and time-consuming in recent years. Yet we have not properly assessed and provided for this increase in workload in planning. Federally reimbursed research and planning is held to 1½ to 2% by law.

Encouragement of program management and information concepts can do much to both improve productivity and to aid in the communication of the program and plans to the Legislature and the citizens of the State.

There are a few specific areas wherein I suggest that the Committee might consider taking actions designed to improve the task of management—both Federal and State—in the highway program:

Introduce the equivalent of "competition" in the management of Federal road programs,

Maintain completion schedules to enhance productivity,

Evaluate the impact of the metropolitan region planning requirements on State Highway organizations,

Evaluate the level of R&D funds needed—research and planning,

Endorse and encourage research on the management process,

Evaluate engineering manpower requirements and supply,

Analyze and evaluate maintenance requirements and programs in the Interstate System,

Evaluate current measures of progress utilized in the Interstate Program.

Introduce the Equivalent of "Competition" in the Management of Federal Road Programs

The fact that appropriations are made by pre-established apportionment formulae to the several States and the fact that the level of funds are predicated on gas tax receipts, pretty much means that the source and amount of money for the highway program is known and taken for granted. A sense of urgency in meeting goals is often lost. This, coupled with the fact that measures of productivity or efficiency are not applied in determining the monies to be made available to a State, in my opinion, puts insufficient premium on program performance.

If States that get more done, either due to the improved productivity of the highway organization or to increased State interest and financial participation in the program, were able to obtain more Federal funds (or even work ahead more than currently possible), a powerful incentive for increased performance would result. Such an incentive could be designed to achieve *two* beneficial results. First, it would enable State highway organizations to market their programs within the State and obtain the necessary State monies quicker; and secondly, it would encourage the use of managerial approaches featuring improved productivity and performance. Legislation making this possible could be helpful in the current urban mileage problem. The necessary standards for measuring performance can be developed.

Maintain Schedules to Enhance Productivity

From strictly the point of view of effectiveness of management, I would urge that the present completion date of the program *not* be further extended. While there are perhaps many reasons for extending the schedule, there is an important management reason for maintaining the present scheduled completion date. I would comment on completion only from this point of view. There is a management principle relative to scheduling which states: *Never* abandon a schedule date until it has actually been missed. Holding the line on completion date for the Interstate Program would greatly aid highway managements—Federal and State—in developing an increased sense of urgency and purpose in their engineering and construction activities.

I submit that the need to give highway management improved managerial goals and techniques has been with us for some time.

Evaluate the Impact of the Regional Planning Requirement on State Highway Organizations

The Federal Highway Act of 1962 required that Comprehensive, Continuous, Cooperative Transportation Planning Processes be developed in areas of over

50,000 population as a condition prior to approval of projects involving Federal assistance. By 1965, as specified in the Act, over 200 metropolitan, or regional areas were required to set up some apparatus for highway transportation planning that is both comprehensive and cooperative and also continuous.

The Bureau of Public Roads, in its implementation of the intent of the 1962 Act, has recognized the multiplicity of conditions and differences existing in the various metropolitan areas. Administration of this Act has been a difficult job, and the State Highway organizations have spent much resources and energies in developing and obtaining agreements with cities and counties comprising the regions. This workload is important both from a time and cost point of view. Recognition of the incremental costs involved has not been made to date in legislation.

With Comprehensive Transportation Planning as spelled out in 1962 now in effect for some time, it would be most useful to review and evaluate what has been the experience in these some—200 “experiments” to create a form of regional transportation decision-making. Several questions could profitably be asked: What has been established in the way of organizations for CCCTPP? What have they achieved? What problems exist? Do they have defined programs? Organizations? What recognition has been given to the need to financially support local transportation planning activities? Do the current 1½% Funds provide enough resources to get the job done? What is the nature and size of budgets in use and what is required Federally to support them? To what extent have the various Highway Programs been cooperatively developed in relation to other modes of transportation? And to related urban development factors?

These questions, systematically reviewed, should lead to evaluation of whether the Congress’ intent in the 1962 Act has been met, and to recommend actions for making the determination of transportation facilities a cooperative, participative process.

Evaluate the Level of R&D Funds Needed—both Research & Planning

The percentage of the total budget for public roads allocated to research is well below the levels in industry and the Defense Establishment. On a relative basis, Public Roads uses perhaps ½ to ⅓ as much per total dollar spent—½ of 1% of total budget in roads versus 10–15% in industry and the Defense Establishment.

It seems desirable to re-examine this general situation relative to R&D monies supporting highway transportation. With congestion in urban areas mounting, with project costs rising and with safety and other impacts of growing transportation facilities creating local concern, there is need to develop through research more effective ways of analyzing and presenting alternatives. Systems research, operations research, social research will have to be expanded to aid planning and communications activities. Improved productivity can be planned—not simply allowed or encouraged to happen.

It is suggested that there is an important need to reappraise the overall research objectives and the amount of research required to support a \$4 billion program. Judging from the mounting pressures, increased costs, and the social significance of the program, the current percentage of funds allocated to research seems low.

Endorse and Encourage Research on the Management Process

And it certainly follows that with this restriction on total funds available for R&D as a whole, the likelihood that research funds will be applied to improvement in the managerial processes is further reduced.

There is need for either Federal legislation or policy which recognizes that the management process can and should be systematically improved by the research and development route. Current interpretations of appropriations policy make it very difficult to finance programs to these ends. The possibility of revising Section 307 to include administration and management as appropriate areas in the use of R&D funds should be considered. It is also important to set more detailed criteria for the planning and scheduling information needed at the BPR level which will require advance plans and schedules from the several States to be companion to the 104(b)5 cost estimates currently required. With this capability, the cost, manpower and schedule feasibility of State Programs could be assessed, and schedules to completion would become generally “visible” to management of the program and the public.

Evaluate Engineering Manpower Requirements and Supply

There has not been a comprehensive engineering manpower survey made in several years. With demands for the civil engineer growing in other Federal programs and in State, county and city programs, there is a need to ascertain whether the current and projected supply of graduate engineers is adequate.

There is some evidence that more glamorous areas of engineering and the sciences are attracting potential civil engineering enrollees. The reality and impact of this as a constraint over public roads programs should be established. Corrective programs, if needed, should be developed.

Analyze and Evaluate Maintenance Requirements in Interstate System

Current Federal Highway policy is that the States will pay all of the maintenance involved in the Interstate System. The adequacy of State funding and planning for handling Interstate maintenance is not currently a criterion in the release of Federal funds for engineering and construction programs. Maintenance requirements on Interstate Roads will both grow as the facilities start to age and be more demanding in the way of response time for effecting repairs. The relation of maintenance policy to safety may well become an important factor.

The Federal interest and investment in these facilities suggests that the adequacy of State programs should be examined and policies established which will ensure that adequate maintenance is provided.

Evaluate Current Measures of Progress Utilized in the Interstate Program and Develop Improved Measures

From a program management point of view, one can raise the question of whether we are currently measuring real progress on the Interstate System in simple yet comprehensive terms. Is it realistic to measure progress in terms of the linear miles completed or cost incurred, without explicitly taking the difficulty factor into consideration relative to each mile? Do current measures of program status clearly and simply illustrate both the present status and the work remaining to be done? What productivity goals should be set for construction projects? For engineering, right-of-way acquisition, etc.? How could such goals be set and monitored? Some re-thinking of management information displays relative to the program may well be in order.

SUMMARY

In summary, the changing environment relative to the task of creating new highways, in an increasing program of activity, particularly in urban areas, has created new and challenging management problems—at Federal and State levels.

These problems, in turn, call for new methods of management and for a reappraisal of the magnitude and make-up of the responsibilities and tasks required of highway management. Suggestions have been made to that end.

Mr. MALCOLM. I would like to cover three major points in the highlights here.

First, what do we mean by program management and control?

Secondly, what are some of the examples of the application of this in the field of highway management?

And, third, I would like to describe six areas wherein we feel that some improvement might be made to enhance the task of management.

At the outset, I would like to emphasize, that in my opinion, the management of our interstate and Federal-aid programs has been both efficient and effective, and like all elements of the Federal Government, improvement in management practices and decision-making is being diligently pursued by the Bureau of Public Roads, and its partners, the 50 State highway organizations.

In reviewing the progress that has been made in the past 10 to 15 years, one can't help but be greatly impressed with the continuing dedication and remarkable results that have been achieved. Consequently, remarks that I will make are solely in the spirit of finding

ways to make this job more effective and responsive to the needs of our society.

The task of developing highways is growing both in complexity and volume, as the impact of the interstate system is felt in our urban areas. The overall cycle of developing a highway from planning through design and construction now runs 8 to 10 years. And the length of this cycle is growing, currently, primarily due to the fact that we are making the transportation planning process more participative in nature.

In this background, it is important to recognize that the workload and size of the programs have grown dramatically, as evidenced by the fact that over double the amount of money is being spent in the development of highways, as contrasted to some 10 years ago, and highway departments have grown in size approximately 40 percent in the number of employees.

So, in effect, we have a situation where the business of highway development is both different in size and different in kind, and new management approaches to develop the highway systems have had to be developed also.

One of the areas, therefore, that is important to look at, is this term "program management" which is involved in highway development. Program management means management by end results, as contrasted to management by administrative function. Program management refers in particular to the means by which specific goals are set for overall accomplishment in the designing, acquiring of right-of-way, the construction phase, and the means by which management measures progress and controls the activities of the work force under their direction.

In short, program management is the means or apparatus for management to keep focused on program objectives, to give directions that are explicit, and to set balanced targets for all of the elements of the organization, and lastly, to keep informed of the real progress that is occurring in the programs that are under their jurisdiction.

Program management also implies a form of organization that I think is worth a word here.

There are two major elements in the program management concept. One is the specialization of like kinds of work. We have engineering, right-of-way construction and the like, the functions of the organization, and we also have the need to focus on the "when" of the job—the schedule. This all implies a program structure that has both a horizontal look and a vertical look at the operations of the engineering design right-of-way and construction activities.

These techniques, largely developed in the defense establishment, have been finding their way into the highway program, over the past 5 or 6 years. Terms that you have heard quite a bit used in defense management, such as the program evaluation review concepts that Defense has had, the planning programming budgeting that has been developed in Defense, systems engineering, systems analysis, are all means for developing a fast, flexible means for management to keep on top of the job, to keep informed of the progress, and the like.

Recognizing the need for such innovation in its expanding program, the Bureau of Public Roads engaged in some R. & D. work, starting

in 1962, to test whether these concepts would be useful in the management of the highway program. There are a number of these examples. I will feature just one here in depth today, but States such as California, Colorado, New Jersey, Pennsylvania, have all had programs that have been directed to the improvement of the administrative apparatus which gives the direction and sets the goals for the organizations, and I am sure that nearly every State has had some activity in this.

However, in the area of applying some of the techniques to the internal management of a highway organization, the Bureau of Public Roads in 1962 engaged in an R. & D. project sponsored in part by 1½-percent funds, to determine whether the critical path method (CPM) could be applied effectively to the management of the highway operations, the highway—

Senator MONTONA (presiding). What do you mean by critical path method?

Mr. MALCOLM. This refers to a method by which the work activities involved in the program are listed in sequential fashion and monitored for completion by computer means. It is a technique for forecasting where we stand in the program, and using that forecast to develop potential areas wherein we may be behind, and issuing corrective action throughout the organization. It has been widely used through the construction industry as a means of controlling the construction project. There have been phenomenal gains in productivity in organizations that have used it constructionwise, with reductions of 20 to 30 percent in time and cost. It has had quite an impact on the construction industry, but up to 1962, it hadn't been used as the concept for internal management in the highway departments themselves. This program in 1962 was designed as an R. & D. program to test whether these concepts could aid the department, highway department itself, in achieving more effective operation.

The State of West Virginia was selected to perform this work. Commissioner Burl Sawyers of the State Road Commission, felt that the approach could be used to identify and communicate his planning targets to his engineering, right-of-way, construction activities, and he felt also that it would improve the productivity of the total available manpower resources.

The research that was directed subsequently ended up in what is commonly referred to, now, as an integrated highway management system. The system which was installed in 1963-64 has led to the following results.

In regard to program status, in 1962, West Virginia ranked 47th among the States in regard to Federal moneys that were obligated. By the end of 1964, 1 year after the system had been in effect, the State ranked 35th. At the end of calendar year 1965, West Virginia had moved to above the national average, in spending of its Federal apportionments, and as of April 30, just approximately 2 weeks ago, West Virginia had moved to a position of 17th in the obligation of its Federal funds.

This represented a movement of some 30 States in the period of a few years.

In regard to productivity, nearly four times the dollar amount of contracts, both in dollars and miles, were let in 1964 and again in 1965

as had been let in 1962 or 1961, and the total manpower that was required in the State highway organization had increased some 29 percent during that period of time.

In regard to communications that the information from the management system provided, a bond issue was authorized by the State legislature, and approved in somewhat record time for the State, by the citizens on an approximately 4 to 1 ratio in the voting, and it was felt that this was aided quite a bit by the more definitive description of the program and its benefits to the citizens and the legislature.

In the State road commission, a management center was devised, which was quite equivalent to the war rooms we have had in defense management, and sometimes, it has been called an arena for decision, where the status of the program and the problems can be brought out and discussed in all kinds of ways. This management center has been very useful in improving the communications with the public and other Government agencies.

These results attracted a film producer to visit West Virginia about 6 or 8 months ago, to include scenes of this management system in a film that was called "Follow Through," which is the story of advanced management concepts in the construction industry—high-rise dams, Government construction in the military programs, and also highway management. I would like to show to you here just a few scenes from this film, which perhaps can lend more understanding of what program management means than the words I have been using to this point, so if I may have your indulgence, I would like to show you a few scenes from the film.

(Film: "Follow Through.")

(Commentary:) Road-building is as old as civilization. Highways have always been the blood vessels of economic life. But through the years, road systems have become very sophisticated, and today, the planning, management, and control of highway development is a very complex business.

With enactment of the federal interstate highway program, many states found that super highway development required super management. The State of West Virginia attacked the problem by installing an integrated highway management system, based on CPM network programming concepts. This summary network shows the sequence of activities involved. The first phase of highway development is a reconnaissance route study. It includes aerial photography of alternate routes, and various engineering and economic studies. The reconnaissance phase ends with a recommended road corridor about one mile wide.

Second comes the design report phase. Now the recommended corridor is divided into segments about 25 miles long. For each segment, a number of studies are made. Geological studies, including soil boring, and testing. Traffic analyses. Engineering studies, such as defining the preliminary line and grade, and so on.

After further public hearings, specific lines are recommended for each highway route, now narrowed to corridors of two or three hundred feet in width.

Third is the contract plans phase, in which road lines are subdivided into projects two to four miles in length. The final line and grade is now determined. Drainage plans are prepared, structures are designed, detailed cost estimates are made, and so on, until contract plans are finalized.

At the same time, the road right-of-way is being acquired, and finally, actual construction of the highway is ready to begin.

From initiation to completion, a highway development project may require from eight to ten years. To control the enormous mass of detail in planning its hundreds of highway projects, West Virginia's State Road Commission uses five modular or typical networks: One for the reconnaissance phase, one for the design report phase, and three for the contract plans phase. These three are: one for the in-house design, one for contractor design, and one for control of right-of-way activities.

During the construction phase, CPM networks for individual projects are requested or required from the contractors. The average time, cost and manpower estimates of the modules are adjusted to the specific characteristics of individual projects.

Data from these adjusted networks are transferred to punchcard desks. Then a computer run is made. The computer print-out gives the schedule for each project by activity description, cost, time estimates, expected and latest allowable completion dates, slack and manpower requirements.

From such computer print-outs, a summary schedule is prepared. This schedule is statused monthly. Cards are updated, and computer status runs are made.

From these prints-outs, a variety of status reports are prepared. Detailed reports go to groups supervisors. Some reduced reports go to middle management.

The pink pages designate critical projects. Exception reports go to Road Commission executives. These reports call attention to critical activities that are behind schedule, and therefore, demand executive action.

An important element of this system is a management center conference chart room. Here current highway development data are immediately available for information and discussion, to show what progress is being accomplished on a project-by-project basis.

This paving project is dependent upon the completion of these two grade drain projects. Now they are substantially completed. But a land slide has developed on this particular project, which is delaying the start of the phase project, and as you can see, we are showing it behind schedule.

The system provides current detailed status data on several hundred highway development projects, monitored and managed by CPM techniques.

This map shows the location of West Virginia's 520 miles of interstate highway. The colors indicate the current status of each project. The orange indicates that this one is in preliminary engineering. Black indicates that the road is open to traffic. The schedules and status of all new roads projects are also summarized by districts of the state.

The chart room concentrates in one location the data to show citizens how public funds are being spent and the progress being accomplished. These are only a few of the many visible displays in the Commissioners' management center. This management system, developed under sponsorship of the U.S. Bureau of Public Roads, is implemented by a new management scheduling and control division.

Here is what West Virginia's State Road Commissioner has to say about the system:

"The West Virginia State Road Commission has had its highway management system in operation for 2 years, with gratifying results. A bigger volume of work has been scheduled and controlled in those 2 years than ever before in our history. In the first year of operation, four times the previous year's volume of interstate construction was let to contract. A similar high level was achieved the second year. The CPM system also improved communications inside the Commission and between the Commission and outside agencies. Much credit for this improvement must be given to our modern highway management system, which uses the critical path method of multiproject management as a vital tool."

(End of film.)

Mr. MALCOLM. Mr. Chairman, as I mentioned before, these types of techniques have been used in several of the highway departments, but in general, the approach in the application of program management concepts have not been spreading as fast as they have in, say, for example, the defense establishment.

The third section that I wish to discuss is in the direction of what further can be done to enhance the improvement of management apparatus throughout the Federal-aid program. I have listed six suggestions that might be considered in that regard.

First, I would like to state that the challenge in road-building currently is not so much in the area of the construction and design technology as it is in what we might call the "social engineering" aspects of

the program; that is, getting the program understood and accepted, and applied in the urban areas.

Currently, with the advent of the Highway Act of 1962, requiring comprehensive, continuous, comprehensive transportation planning to be developed as a condition before Federal aid can be applied, a considerable workload has been added to the job of planning and initial preparation.

In many respects, it appears that we haven't adequately assessed the magnitude of that assignment that has been given to the highway departments, and to the Bureau of Public Roads.

I suggest that one area that we might look into, to improve the capability of managements in the road program, is to introduce the equivalent of competition in the management of the Federal highway programs themselves. If we could develop a means by which the State that can get more done either due to the productivity of its own efforts or the more rapid endorsement of State financing within the State, if we could develop a means to let the States work ahead of schedule in this way, we would have a powerful incentive that would have two benefits.

First, it would enable the highway organization in the State to market their programs internally, within the State, better, and secondly, I believe it would encourage the use of managerial approaches that would feature improved productivity.

Currently, with appropriations and apportionments being known, and gas tax funds being known in advance, there is little incentive to work ahead of schedule, and the development of a sense of urgency in the program, suffers. This is bad from a managerial point of view.

Lastly, I would suggest here that the present completion date of the program not be further extended. I am speaking here from a managerial point of view, and being cognizant of the many reasons why it should be extended, I would like to speak to one managerial point of view that says, "Let's not extend it."

A good principle in management of an organization relative to a schedule is: Never abandon that schedule until you have actually missed it.

Holding the line on completion date produces the sense of urgency in a program that lends itself to improved productivity of the work force, and to the extent that it is possible to hold the line on schedules, I submit that it will enhance the productivity of the whole family that operates in designing, building, and constructing of roads. We don't really have that sense of urgency in the program.

A second point that I would like to suggest relates to the impact of the comprehensive continuous planning requirement for metropolitan regions. In the act of 1962, it was made a requirement that for cities or metropolitan regions of over 50,000, that it be first demonstrated that there was a continuous, cooperative transportation planning process in effect, before Federal aid could be applied to these projects.

In the years that have followed since that requirement, in effect, we are conducting some 200 experiments, if you please, in social engineering, throughout the metropolitan areas of the United States, in attempting to build up regional transportation planning groups that

can cooperatively plan, that can participate in the planning process for highway selection.

I believe that after some 4 years since the 1962 act was passed, it would be well to reflect on the following kinds of questions.

What has been the experience in these some 200 experiments, if you will permit me to use that word in the proper sense? What has been established in the way of organizations for continuous comprehensive, cooperative transportation planning?

What have they achieved? What problems exist now? What workload have we imposed on the State highway organizations? Do they have defined organizations and programs, and what recognition has been given to the need to financially support local transportation planning activities in this process?

And are the current 1½ percent funds enough to provide the resources to get the job of planning done in the way that is being set up?

I would also suggest that it would also be well to review the question: To what extent have the various highway programs in planning, that is, been cooperatively developed in relation to other modes of transportation? And are they related to other urban development factors?

These questions, I suggest, systematically reviewed, should lead to an evaluation of whether the congressional intent in the 1962 act has indeed been met, and whether we are putting the right resources to the job of planning in that area.

A third area that I think would be well to look at—and again I am speaking as a management professional in this field—it would seem to me it would be useful to evaluate the level of R. & D. funds needed, to support the program of the size that we are putting in throughout the country. In general, research in public roads area of activities is well below industrial and defense level amounts, rather, perhaps running somewhere in the neighborhood of one-twentieth to one-thirtieth on a relative basis of program dollars to program size, as we find in defense and in industry.

Senator TYDINGS. Do you mean that we allocate proportionately one-twentieth as much for the R. & D. program as we do for defense?

Mr. MALCOLM. Yes; correct.

Senator TYDINGS. Or do you mean one-twentieth is the total amount?

Mr. MALCOLM. The former way, sir. On a basis of proportion to total program size, it is one-twentieth the relative amount or perhaps even lower, perhaps at the one-thirtieth level.

Now this raises the question of whether we are spending enough on research and development to support this program and to investigate ways to improve the productivity.

Senator MONTROYA. May I interrupt you there?

Mr. MALCOLM. Certainly.

Senator MONTROYA. Where is this research dollar being spent? How do you arrive at that computation?

Mr. MALCOLM. The research moneys that are currently being spent through the Federal program come from the 1½ percent funds.

Senator MONTROYA. You mean they are spread out all over the country.

Mr. MALCOLM. They are spread out throughout the States.

Senator MONTTOYA. You are not speaking of central research funds, Bureau of Public Roads?

Mr. MALCOLM. No; I am speaking of the total program of research that is financed federally, in the States and centrally.

In addition to this, there will be State funds that will be involved. We are currently spending on the rate of about—

Senator MONTTOYA. May I interrupt you there again? Most of this 11½ percent is going into metropolitan areas for planning. Isn't that correct?

Mr. MALCOLM. Yes; of the current \$80 million, which represents this 11½ percent, we are spending at the rate of approximately a hundred million dollars in planning.

Senator MONTTOYA. Well, wouldn't you say that that is distinguished from actual research?

Mr. MALCOLM. Yes. But both planning and research come from the 11½ percent funds.

Senator MONTTOYA. Yes.

Mr. MALCOLM. So that in effect, as we lay on a heavier requirement for planning, and it has to get done, this is done at the expense of research.

Senator MONTTOYA. Well, haven't you in your studies encountered the situation where a lack of research and lack of geological inquiry on the type of terrain has caused the highways to fall or crack or break?

Mr. MALCOLM. I would personally not comment on that, sir. I think the area where I feel competent to speak here is in the area of the research applied to the managerial and administrative processes. With the amount of money that is put in to what we think of as research in general, and with the restrictions as put in the section 307, it is virtually impossible for the States or the Bureau of Public Roads to spend money in the field of improving the administrative apparatus, the use of computers and the like, through the research route. It is hard to get the spread of improved managerial processes through the research route.

I suggest that it would be well to review the total level of research in the highway-related field and contrast it to the overall class of problems that we have—safety, traffic congestion, and the like.

Senator TYDINGS. May I interrupt here for a minute?

Mr. MALCOLM. Surely.

Senator TYDINGS. You were talking about research on the managerial and administrative level. I understand that management, improved through research, has done an excellent job in the State of West Virginia, in the development and the progress of their roads program.

Could you tell us something about that?

Mr. MALCOLM. Before you came in, we had a few motion picture scenes showing some of the work that had been done in that particular State.

Senator TYDINGS. I am talking specifically, about the organization of management, the organization of the State roads commission.

Mr. MALCOLM. Fine. Well, basically, what was developed there was a means for internal control of the operations, on an integrated basis, using a computer to spell out the work requirements, and to

measure whether it was being achieved, and to point out in advance where bottlenecks were occurring. It developed a means of management by which management emphasis was on where you were going, as contrasted to where you had been, which is often the case.

Senator TYDINGS. Did you get any job qualifications or a table of job organization from this?

Mr. MALCOLM. This project required the need to develop an appraisal of all the skills required, and a need to get some division of labor or specialization in regard to engineering versus support.

Senator TYDINGS. Did this result in a reorganization of the operation?

Mr. MALCOLM. It provided a companion "program" organization which had equal status to the line organizations. Up to the point in time in the organization when this system was put in, the organization was what we call functionally oriented. It had heads of engineering, right-of-way and construction—the so-called function of the Highway Commission. The ability to drive the program through these functions had some problems. Things would fall in the cracks, in between functions, to an extent. The management system developed tied these functions together, allowed communications and direction and goals to be visible upward. A companion organization, equivalent in status to functional departments, was developed, which concentrated on project schedules and flow of work. This organization had a tremendous impact on improving flow of work.

Senator TYDINGS. Do you mean that for each major project you would pull people out of the regular divisions? I would like to ask some more questions, specifically about Maryland, but first would you elaborate a little more?

Mr. MALCOLM. The organization that was set up for program control developed a group of people that came from various portions of the organization, and were trained in what we call the program management concept. Typically, this group would have charge of monitoring, for example, each interstate route, from one end to the other.

Senator TYDINGS. How were these people trained? Were they trained on the job or were they sent to school in Washington?

Mr. MALCOLM. They were trained on the job as a part of the R. & D. program that was conducted in the State.

Senator TYDINGS. Did they contract out for the R. & D. program?

Mr. MALCOLM. Yes.

Senator TYDINGS. Was your organization involved?

Mr. MALCOLM. We were fortunate enough to be involved in that program.

Senator TYDINGS. I understand that you received very, very fine results, as you were able to speed up the development of the interstate system.

Do you know where Maryland stands in the utilization of interstate funds?

Mr. MALCOLM. They are about at the average, I believe.

Senator MONTROYA. You had better give us the standing of New Mexico at the same time. [Laughter.]

Senator TYDINGS. What has Maryland done in these program management concepts? We will learn something.

Mr. SMITH. In answer to the question of Senator Tydings, I have been personally working with the Maryland State Roads Commission, with Chairman Funk, and Walter Addison, and we have developed, and this was in connection with the State roads commission, for the Baltimore City Department of Public Works, a control room similar to the one that was shown on the scenes here.

Senator TYDINGS. Have you one for Baltimore City?

Mr. SMITH. Yes, sir, but it is operating for the city's freeway system.

Senator TYDINGS. What about the State?

Mr. SMITH. They were impressed with it, and the State is now negotiating with us to do the same thing. I hope that we will be successful in Maryland. I am going to continue my efforts.

Senator TYDINGS. When did they start negotiating?

Mr. SMITH. Well, I just visited them yesterday, and we seem to be getting down closer to a negotiation now.

Senator TYDINGS. Excuse me. Go ahead.

Mr. MALCOLM. We were talking about the speed by which improved managerial technology can be spread. What I am suggesting here is best put that an overall reexamination of the total amount of R. & D. money, the 1½-percent money that is required for research and planning. The extreme workloads that we are putting on the highway organizations in the planning and the needs for research for safety and the like areas, I believe, calls for a penetrating examination of research and planning tasks from the committee's point of view.

Another area that I think should be commented on relates to evaluation of the engineering manpower requirements and the supply of them. There has not been a comprehensive engineering manpower survey made in several years, and with demands on civil engineering growing in other Federal programs, water and air pollution, and the like, and in State, county, and city programs. I suggest there is need to ascertain whether the current and projected supply of graduate engineers is adequate. This is particularly true, since with the advent of our glamorous engineering projects in space, and the like, the young man coming into college is not as attracted to the field in the numbers which may be needed.

I think it is important to find out what is happening in this area and to make certain that we are plowing back enough thinking of the proper type to encourage manpower to come into this field. I don't state that we do have a problem, but I suggest that the reality and the impact of this as a constraint over the public roads program should be established, and corrective programs, if necessary, be undertaken.

A fifth area that I would comment on relates to what I call the need to analyze and evaluate the maintenance requirements in the interstate system. Current Federal highway policy is that the State will pay all of the maintenance involved in the interstate program. The adequacy of State funding and planning for handling interstate maintenance is not currently a criterion in the release of Federal funds for engineering and construction programs.

Now it appears that the maintenance requirements on interstate programs and roads will grow as these facilities start to age. While

it has not shown up at this point, in particular, and the requirement for interstate maintenance is going to be more demanding in a couple of ways than experienced on noninterstate roads.

From a safety point of view, emergency maintenance must be made quickly and effectively. This may pose a new requirement in the approach to maintenance, and I suggest that the Federal interest in investment in these facilities suggests that the adequacies of State maintenance programs or the planning for maintenance should be governed by policy established which will insure that adequate maintenance will be forthcoming.

Senator MONTROYA. Do you feel that the law would have to be changed eventually to take care of the tremendous expense that might be involved in maintenance as we use these highways?

Mr. MALCOLM. I suggest that there is a strong possibility that there will be expenses that aren't anticipated now that may not be fully covered.

Senator MONTROYA. Because we have to also consider the fact that while the interstate program may be completed eventually, the State will continue to be burdened with other priorities in noninterstate construction. Is that correct?

Mr. MALCOLM. Yes. I suggest, also, that the type of maintenance is different, other than what it is in the regular program. It is different in the fact that it has to be effected more quickly, and to reduce the safety hazards that are involved. And it may require different equipment, a different kind of responsiveness in terms of getting to the job more quickly than highway organizations are currently staffed up generally throughout the country.

Senator MONTROYA. Well, do you feel that unless something is done at the Federal level to provide some help in the maintenance problem, that the States may not go into maintenance as soon as it is required, because of other priorities?

Mr. MALCOLM. I definitely feel that this is a risk that we are taking.

Senator MONTROYA. Has any study been made of that problem by any organization?

Mr. MALCOLM. At the level we are speaking, I think maintenance is recognized as a very important problem, and there are many maintenance studies being performed. To my knowledge, though, there has not been a study in relation to what the overall requirements may pose, or the ability and capability to meet them.

Senator MONTROYA. You don't know whether the Bureau of Public Roads has considered this problem and tried to put it in proper perspective as to cost to the States and whether the States can assume this burden?

Mr. MALCOLM. No, I would not comment on that. I am not that familiar with all of the work that has been done by the Bureau.

Senator MONTROYA. But you feel that this is a problem that should launch immediate study?

Mr. MALCOLM. I feel that it should, that the problem should be viewed in depth.

The last point I would address to here is the subject of an analysis of the current measures of progress that we have in the interstate program, and the need to develop more meaningful measures of progress.

From a professional management point of view, one can raise the question of whether we are currently measuring real progress in the interstate system. When we look at dollars spent, or miles constructed, are we really taking into account the difficulty of constructing these miles?

Is it possible to look in one simple straightforward way at progress in the program? Do the measures of program status and future schedules clearly and simply illustrate the real accomplishments and the work remaining to be done?

I suggest that some re-thinking of this from a management display point of view, relative to the program, may well be in order.

Now in summary, I would like to just comment that the changing environment, relative to the task of creating our highways, and particularly to the urban problem, has created new and challenging management problems, at both the Federal and the State level. And the suggestions that I have offered have been in the spirit of attempting to aid that management at these different levels, and getting at a true appraisal of the job and moving to getting the work done.

Thank you.

Senator MONTOLYA. I think you have made a very fine statement, Mr. Malcolm, and your testimony is certainly going to be very helpful in trying to make a good record of the future programming of our highways, and I am glad to notice here that New Mexico has joined West Virginia in trying to set up some proper planning.

Mr. MALCOLM. You have a very good State there, sir.

Senator Montoya. Does the Senator from Maryland have any questions?

Senator TYDINGS. What sort of contact do you have with the Bureau of Public Roads and their operation? Do you have close liaison? Are they familiar with your ideas and your thoughts as expressed here?

Mr. MALCOLM. Yes; they are.

Senator TYDINGS. I haven't had a chance to read your entire testimony, but I have listened to your recommendations and they make a great deal of sense to me. I realize certain political problems are involved, but I certainly think that the Nation would be well served if we could incorporate some of these ideas into our programs. I encourage you to continue pressing for their inclusion. I am amazed that we don't already have an evaluation of engineering manpower. Are you sure the Labor Department hasn't done something along those lines?

Mr. MALCOLM. 1955, 1958, I believe, or perhaps as late as 1960, some modifications made in a Bureau of Public Roads, is about the latest where this has been assessed.

Senator TYDINGS. This committee is vitally interested in that, because every one of the programs that we are considering, water, air, roads, involve engineering and technical competence.

Mr. MALCOLM. As an example of concern over engineering manpower, I have had the privilege personally of serving on the Board of Counselors for the University of Southern California. One of the problems that we have been addressing ourselves to is the ability to attract young students into the civil engineering field. With emphasis

on mathematics and the glamorous sciences now, computers and the like, it is quite difficult to encourage a young man to move into the prosaic field of designing roads. The enrollment in civil engineering, I certainly can't speak on any authoritative basis nationally, but my impression is and the impressions of that committee were that enrollment was suffering, and that there were not sufficient new young engineers coming into that field.

Now to the extent that this is happening nationally, it would seem to me it would be a matter of concern. I am sure that the profession of engineering is aware of this, in general. From the national interest, I do not believe this potential problem has been given as much look as it deserves.

Senator MONTROYA. Any further questions?

Senator TYDINGS. No, thank you.

Senator MONTROYA. Now, Mr. Malcolm, to what extent have these control procedures been adopted by the Bureau of Public Roads?

That is, with respect to their ability to monitor the progress of the Interstate System?

Mr. MALCOLM. The Bureau participated in the study on a research basis, but current policy will not permit research such as is done in that West Virginia study to be done as a research project again, since it has been done once, on a research basis.

Senator MONTROYA. But have they adopted any of these procedures?

Mr. MALCOLM. Internally, within the Bureau of Public Roads, is what you are suggesting?

Senator MONTROYA. Yes.

Mr. MALCOLM. To my knowledge, these program tools of this are not employed within the Bureau, in their own operation.

Senator MONTROYA. How do they keep up with the progress? Just written reports from the field?

Mr. MALCOLM. Research funds are not used in this particular area, to my knowledge, on the processes of management in the Bureau. This is my understanding.

Senator MONTROYA. Thank you, Mr. Malcolm.

Next week, we are going to have a full day of hearings. We are going to call on the Department of Agriculture Forest Service, and other experts in this field to give us the benefit of their testimony.

The committee will be in recess on this subject matter until 10 o'clock Tuesday.

(Whereupon, at 11:28 a.m., the subcommittee recessed, to reconvene at 10 a.m., Tuesday, May 17, 1966.)

FEDERAL-AID HIGHWAY ACT OF 1966

TUESDAY, MAY 17, 1966

U.S. SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10:45 a.m. in room 4200, Senate Office Building, Senator Jennings Randolph (chairman of the committee) presiding.

Present: Senators Randolph, Muskie, Gruening, Moss, Jordan, Inouye, Montoya, Harris, Tydings, Cooper, Fong, Boggs, and Pearson.

Also present: Richard B. Royce, professional staff member.

The CHAIRMAN. Good morning, ladies and gentlemen.

Senator Tydings, it is our understanding that there are students here from one of the high schools in your State of Maryland. Would you like to for the record indicate who these young people are?

Senator TYDINGS. Mr. Chairman, Gaithersburg was once a lovely small rural town which is now growing into one of the more exciting areas in Montgomery County, and I am delighted to welcome, as the most junior members of our community, students from Gaithersburg High School, and Gaithersburg Junior High School, who are visiting the Capitol today. I thank you, Mr. Chairman, for the opportunity to personally welcome them.

The CHAIRMAN. Thank you.

We are very happy to have these young ladies and young gentlemen with us, and we hope that the testimony today, in fact we know the testimony today, will be of interest to you.

The importance of the testimony to be given, even today before the Subcommittee on Roads brings to our witness table a member of this subcommittee, and the committee, the Senator from Alaska, Ernest Gruening, and for the record, I would like to indicate that Senator Gruening, before coming to this body, was elected by the citizens of the new State of Alaska that he served as Governor of the Territory of Alaska.

He has a very complete knowledge of the problems of that great area of our country.

Senator Gruening, we are delighted to have you testify. You present your material in the way you feel will suit your purpose, and inform your colleagues.

STATEMENT OF HON. ERNEST GRUENING, A U.S. SENATOR FROM THE STATE OF ALASKA

Senator GRUENING. Thank you very much, Mr. Chairman, and members of this committee. I am very happy to have this opportunity

to present the case for the amendment that I will introduce to the current Federal aid highway legislation, 1966.

Thank you for giving me this opportunity to make a statement on the important legislation now before this distinguished committee and present an amendment to it on behalf of the people of Alaska.

When Congress enacted the Federal Aid Highway Act in 1916 providing Federal matching for the States, Alaska was totally omitted. It is unnecessary to tell this committee and the Congress what an epoch-making piece of legislation this was. Certainly it was one of the most important acts of Congress in the history of the Nation. It ushered in an entirely new era because it made the automobile available as a new instrument of travel. For it was only by the ingenious formula of Federal matching that the Nation could be guaranteed a national network of highways on a uniformly high standard. The Federal Aid Highway Act with its subsequent amendments revolutionized American life.

The Western States, of course, got a very different formula from the 50-50 matching which prevailed outside of the public domain States. These, it should be recalled, received a formula based on the total area of the State, the proportion of the public domain to the total area, the population and the existing post road mileage. This was obviously a just formula since with the large area of public domain in each of the Western States, this federally owned land was not available for taxation and produced no revenues.

When our voteless delegate in 1916—for Alaska as a territory had no vote in either House and was represented only by a voteless delegate in the House of Representatives—sought to get Alaska included, the Congress said "No." Contemplating Alaska's vast area and the percentage of public domain, which was virtually total—well over 99 percent—the Congress shuddered at what Alaska's share would be and refused to include Alaska. Other outlying areas such as Hawaii and Puerto Rico were subsequently included. But for 40 years Alaska was totally excluded.

Year after year from 1916 to 1956—for 40 long years—Alaska's voteless delegates would hopefully seek inclusion on some basis. But their bills never even got out of committee. During all this time Alaska was paying all Federal taxes. During all these years Alaska suffered taxation without representation which our forefathers declared to be tyranny in 1775 and certainly was no less so in the 20th century than it had been in the 18th.

In 1956, a further discrimination loomed up against Alaska. That was when President Eisenhower proposed a vast improvement and amplification of our already excellent highway network. This improvement was required both because of the steadily increasing number of automobiles and resulting greater traffic but also as a civil defense measure in case of atomic attack. The President proposed that this vast expansion of the highways be financed by long-term bonding. There would be no immediate outlay by the States. The Congress approved the President's program but disagreed as to the method of financing. The Congress felt that it was unfair to burden posterity with the benefits which this generation would receive and proposed instead a pay-as-you-go system with additional taxes on

tires, trucks, trailers and gas. But alas, there was one respect on which the President and the Congress agreed. That was that Alaska should be denied the benefits of this desirable road expansion program but included in the taxation. And so for the next 3 years whenever any of us Alaskans went to the gas station and said "fill her up," we were paying an additional 1 cent a gallon to pay for highways in the 48 States but not in Alaska. We were also paying additional taxes on trucks, trailers and tires also to build highways in the States but not in Alaska. So we had not only taxation without representation but taxation upon taxation without representation.

In 1956, a friendly Senator, the late Richard Neuberger of Oregon, fully aware of this gross 40-year-old discrimination against Alaska which had deprived the State through all those years of the kind of highway construction enjoyed by the 48 States, sought to introduce an amendment to the Federal Highway Act of that year to rectify this long-standing discrimination and injustice. Knowing that he could not possibly get the application of the full formula for Alaska, he proposed instead that Alaska would get one-half the amount which it would have been entitled to under the prescribed formula for the public domain States. But even this was too generous for the Congress at that time and this was reduced to one-third of the formula. So that for the next 3 years, until statehood, Alaska, for the first time, shared very moderately, I think to the extent of \$13 million a year in Federal aid.

The result of this long-standing discrimination is that when statehood came in 1959, Alaska entered the Union in the unique plight of not having merely a few but a majority of its communities unconnected with any other, either by highway or rail. Such a situation would be unthinkable in the other States. Can any of you imagine that in any other State, whether it be California, New York or West Virginia or Hawaii or Utah or Kentucky that there could exist any community, however small, into which you could not go to or from which you could not leave by some form of surface transportation? That is the situation in Alaska today.

This chronic injustice so destructive to any development or growth in Alaska I called to the attention of the administration as soon as the Statehood Act made it possible for Alaska to have other than voteless representation in the House. I discussed this with various officials of the Bureau of Public Roads seeking an approach that would aim to rectify this situation and make it possible for Alaska to catch up and in time to achieve the equality of other States.

It seemed unthinkable that while in the 48 lower States, as we know them, a great, vast, superb network of highways had been constructed and was being constantly improved, similar action for Alaska, long overdue, would not be forthcoming. It seemed to me that the proper procedure at that time would be the authorization and appropriation of Federal funds to compensate for the nearly half century of omission. After many conferences I found the then Under Secretary for Transportation of the Department of Commerce, Dan Martin, who had been extremely sympathetic, proposing a somewhat different approach. He felt that before definite legislation action to secure additional funds was sought there should first be a highway study of

Alaska to find out the exact nature of its overdue needs, its priorities and any other factors which would illuminate the exact and specific requirements and priorities. I will confess that while desirable, this seemed to me a somewhat delaying action, but knowing of the good purpose and intent of the then authorities I agreed. An original appropriation of \$800,000 for this study was sought. It was cut in the House to \$400,000 but that was probably sufficient for the time being and the study was begun. It was anticipated the report would be submitted to Congress by May 15, 1963. The study was let out to two private firms. It was clearly understood in these conferences with Department of Commerce officials, that following this report, recommendations for appropriate legislative action would be forthcoming and would have administration support.

May 15, 1963 was nearing with small prospect of a finished report and so the date for reporting was set for May 15, 1964. Since that time, I have tried repeatedly by letter, telegram, phone call, and personal interview to secure action in the form of recommendations for legislation from the executive branch. Somewhere in the maze of bureaucracy the report of the findings was kicked about from the Bureau of Public Roads to the Department of Commerce and back to the Bureau of Public Roads and then back to the Department of Commerce and then to the Bureau of the Budget and then back to the Department of Commerce. I have no estimate of the mileage that this report travelled. In any event, exerting and renewing every possible form of persuasion and pointing out that I felt it essential that the report representing the combined views or whatever separate views there might be of the concerned Departments be ready for introduction as an amendment to this year's Federal Aid Highway Act, I was finally able to get the report on my desk at 5:45 p.m. last Tuesday, May 10, 1966. A few days short of 2 years, a total of 735 days, had elapsed since that report was due. I was scheduled to testify the next day on my amendment before this subcommittee but because of the delay and the necessity of seeing the report before testifying and proposing my amendment, I requested an extension of time until now, a week later.

At this time, I wish to introduce an amendment to S. 3155 which is intended, in a small way, to bring the benefits of efficient highways to the State of Alaska which has, for so long, been denied its fair share of Federal assistance in this, as in many other Federal programs.

The amendment I introduce is intended to accomplish three objectives.

It would allow the State of Alaska to use funds received under the Federal-aid highway program for maintenance of our highways.

It would allow the State of Alaska to use Federal aid highway funds for access and development roads not now on the Federal aid highway system but which are crucially needed for exploration and development of our resources of minerals, timber, fisheries, recreational sites and other wealth now hidden and unavailable to the Nation's economy.

My amendment would, further, provide for authorization of sums of \$10 million annually for a period of 10 years as an additional contribution to construction of Alaskan highways beyond sums now allocated to the State under existing law.

FEDERAL-AID AND OTHER HIGHWAYS STATE OF ALASKA

LEGEND:

- FEDERAL-AID PRIMARY HIGHWAYS (INCLUDING NATIONAL PARK ROAD)
- FEDERAL-AID SECONDARY HIGHWAYS
- - - - - PLANNED EXTENSIONS
- OTHER STATE HIGHWAYS
- +++++ RAILROADS
- FERRY ROUTES
- ② STATE ROUTE NUMBER

ALASKA HIGHWAY STUDY

TRANSPORTATION CONSULTANTS, INC. WILBUR SMITH AND ASSOCIATES

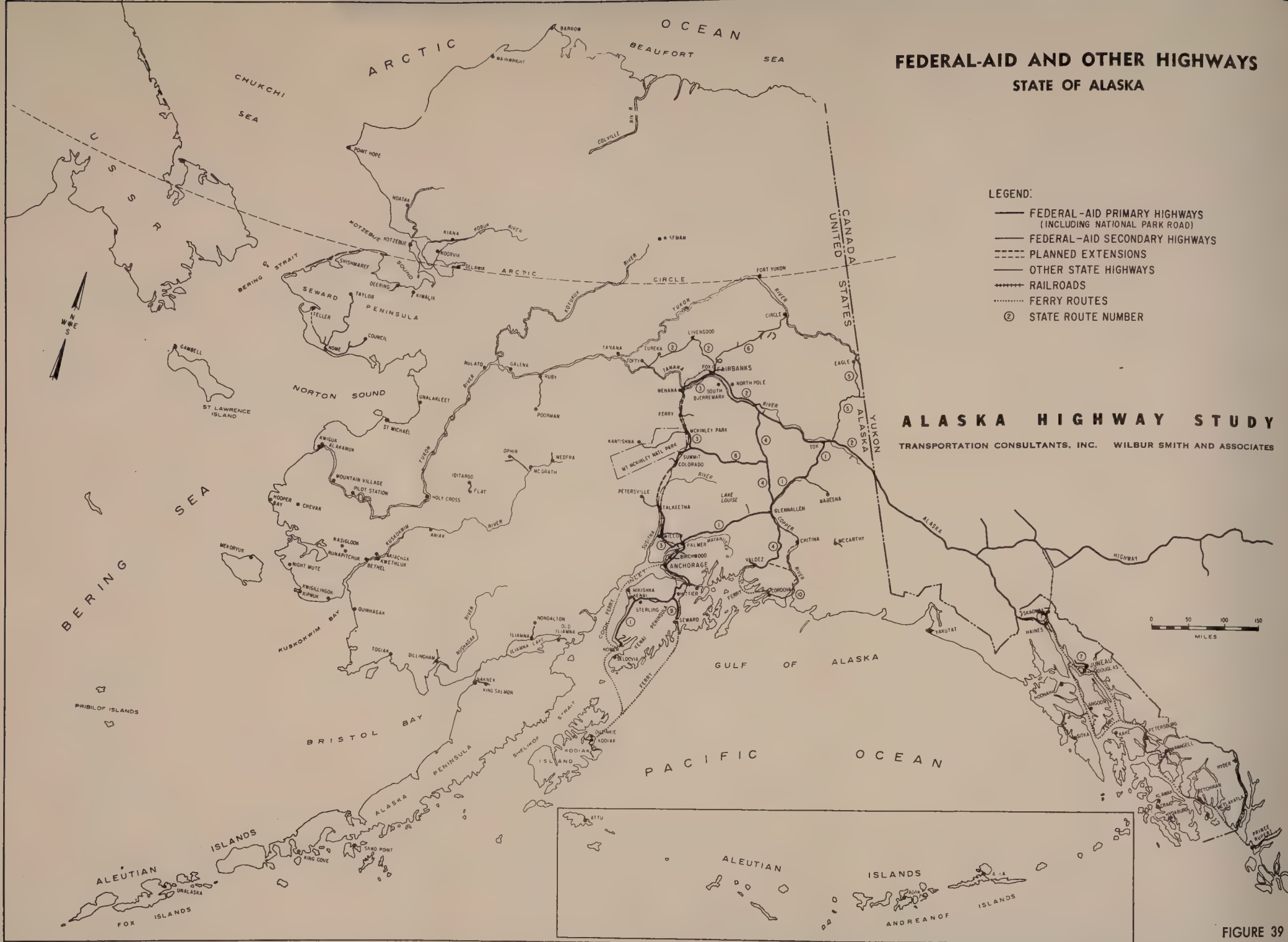


FIGURE 39

This is a minimum program for Alaska highway needs.

The justification for it is so clear as to be beyond argument. After 7 years of statehood very little has been done to change Alaska's disadvantaged status except that the State of Alaska, itself, has established an imaginative and highly valuable marine highway to serve the southeast communities of Ketchikan, Petersburg, Wrangell, Sitka, Juneau, Haines, and Skagway by means of ocean-going ferries operating out of Prince Rupert, British Columbia. To do this the infant State bonded itself in an amount of \$23 million. Not a cent of it was provided by the Federal Government. The ferries to southeast Alaska began operating in the spring of 1963 and in 1964 service was extended to south central Alaska and now connects, in that area, Anchorage, Homer, Seldovia, Kodiak, Seward, Valdez, and Cordova.

Interstate highways funds, so liberally distributed to all other States, Puerto Rico, and the District of Columbia, have never been authorized for Alaska.

Thus, when statehood came our State was nearly 50 years behind the rest of the Nation in the construction of highways. In 1959 it was estimated by the Bureau of Public Roads that the share of Federal aid highway funds Alaska would have received if its treatment had been equitable would have amounted to \$575 million.

Construction of the highway system the State needs and, indeed, deserves would require a massive infusion of Federal aid in the amount of the \$575 million never contributed because of the discrimination against Alaska. I believe an appropriation of this full amount could be entirely justified and it is my hope the importance to the Nation of Alaskan resources will one day cause the Federal Government to provide funds in this order of magnitude.

At this time, however, we are asking for minimum assistance, a very small contribution in comparison with the real needs of the State.

I am submitting a map for the record which will demonstrate clearly the roadless condition of Alaska. I hope you members all have one. I believe this, better than anything else, can convey the deprivation suffered by the State and the need for rectifying it. As you will see, our outlying communities such as Barrow, Nome, Wainwright, Point Lay, Shishmaref, Teller, Council, Unalakleet, Ruby, McGrath, Dillingham, Talkeetna, Cordova, to name only a few, are completely without surface connection with any other communities.

In all the 586,400 square miles of Alaska only 4,609 miles of highways and streets have been constructed, not including the 671 miles of marine highway constructed by the State as described above.

The "roadlessness" of Alaska is largely the result of Federal failure to provide the funds required to build the highways so badly needed.

It is, also, the result of the exceptionally difficult problems faced by Alaska in trying to maintain the roads that are constructed there. The climatic, geographic, and engineering factors characteristic of Alaska cause the maintenance of the highways we have to be so expensive and onerous a burden on the State as to strain its resources to the utmost limits. The drain on finances caused by maintenance expense precludes construction of much mileage that might otherwise be undertaken.

Alaska's special need for Federal assistance in maintenance of highways is recognized by the Department of Commerce in the report it

belatedly submitted. Discussing the Department's proposal for additional assistance to Alaska for maintenance of highways, the departmental report states:

This proposal recognizes not only the State's present need for financial assistance but also very importantly its most unique situation and the extremely burdensome cost of highway maintenance in subarctic and arctic climates. Highway maintenance in Alaska is not a matter of great quantities of snow removal, although this operation is a very costly one. There are also Alaska's special problems of dealing with the extensive and troublesome ground ice formations and the destruction and disruption resulting from extremely severe frost and thawing actions on its highways, roads, and streets.

My amendment to S. 3155 would provide the authority necessary for Alaska's use of Federal-aid highway funds for maintenance purposes, a use not now authorized by legislation. This form of assistance to the State is recognized and recommended by the Department of Commerce and is a recommendation to which the Bureau of the Budget definitely accedes.

The second section of my amendment which would allow the State of Alaska to use its Federal aid money for purposes not otherwise authorized by law—for the construction of access and resource development roads—is also based on a recommendation of the Department of Commerce in its report. Commenting on the needs of the State for this form of aid, the report including the following reference:

Alaska's most pressing requirements for Federal highway aid is its need for assistance in the very deliberate task of making available those highway vehicle transportation facilities which will provide encouragement for the greater utilization of its resources and accelerated expansion of its industry and commerce. Such an input should so stimulate the development of the Alaska's economy and State revenues as to permit it to better support its highway plant in the future.

The third part of my amendment, which would authorize a contribution to Alaska of an amount of \$10 million annually for each of the next 10 years from the highway trust fund is, simply, a provision for minimally equal treatment for a part of the United States which has been so long and painfully neglected. It is but a fraction of the \$575 million Alaska would have received if it had been treated equally with other States in the years before Statehood. It falls short of the minimum amount required for the roads Alaska needs. I recommend the enactment of the special authorization provisions on the basis of the report of the consultants to the Department of Commerce and the comments thereon by the Bureau of Public Roads, which indicates this is, at the least, the amount of money that should be spent on Alaska highways in the near future.

As is well documented in the report of the Department of Commerce, the State of Alaska had made heroic efforts to take care of its own highway needs. The marine highway system demonstrates the ingenuity and willingness of Alaskans to shoulder their own burdens and assume responsibility for doing the job that has to be done.

Also, as the Department's report points out, Alaskans have taxed themselves and appropriated funds from the State treasury for the construction and maintenance of highways on a scale unmatched by any other State. The report states:

State and local highway revenues are double that of the average state on a per vehicle basis, and exceed the average on a per capita basis by more than two-thirds. Despite this heavy road user taxation, revenues are not out of line with

any other states on a mileage basis. But they fall short of meeting requirements, and regularly have been supplemented by appropriations from the general fund. In the five years from 1959 through 1963 road user revenues averaged approximately \$6 million annually, while appropriations from the general fund averaged \$6,900,000. In addition an average of \$5 million per year was expended by cities on roads and streets off the State system. Such a ratio between road user and general funds will be found in no other state and the result is that Alaska's general fund appropriations for highways equal about one-eighth of the total State budget. Compared to other States this is almost an unreal situation and a potentially dangerous one, considering Alaska's needs in other sectors. It is also evidence of an economy requiring substantial development and growth.

The amendment I propose is in accord with the findings of the Department of Commerce and the Bureau of Public Roads. The Bureau of the Budget does not support the recommendations of the Department of Commerce; however, even the Bureau recognizes need for authorization for the State to use Federal aid highway funds for maintenance purposes.

And analysis of the Bureau of the Budget's position on Federal aid for Alaska highway construction shows that the Bureau is misled as to the real need of the State, not only for maintenance assistance, but for additional funding beyond that now authorized. In fact, it is the statement of the Commissioner of the Alaska Department of Highways, Mr. D. A. McKinnon, that the recommendations not only of the Bureau of the Budget but those of the Commerce Department are based on erroneous estimates of cost of highway construction in Alaska. Mr. McKinnon has wired me as follows:

Have reviewed Bureau of the Budget and BPRS recommendations concerning Alaska needs study. Whole basis of both reports incorrect. Alaska does not have any surplus Federal aid money during next 16 years. Estimates shown in report * * * include construction costs only. Engineering, right of way, and utility costs not included. This was drawn to consultant's attention in January 1964 but ignored.

It is the estimate of the State Highway Department that Alaska will need considerably more than the \$42.4 million now authorized for Alaska annually in order to complete the existing Federal aid system to a satisfactory standard. Certainly any additional Federal aid highways which will be needed in the future cannot be financed at this rate of expenditure.

This statement emphasizes the very urgent need for enactment of the legislations I propose which would authorize additional funds for highway construction in Alaska.

The reasons for additional aid to Alaska for highway construction and maintenance are clear. The need is very great.

When we consider the vast sums of money authorized and appropriated for construction of highways all over the world under our various foreign aid programs, which do not even require matching funds from recipient countries in many cases, I believe no reason can be advanced for denying the State of Alaska the minimum assistance for highway construction now requested. Considering the cost of highways constructed under foreign aid programs where the burden falls wholly on the American taxpayer, it would seem unthinkable that Congress would refuse to approve the aid so badly needed for the State of Alaska.

I am hopeful that this committee, having been given the facts will act favorably on the amendment I propose to S. 3155. When this is done and assuming the amendment is enacted, the people of Alaska will do everything in their power to insure the wisest possible use of the assistance they receive from the Federal Government.

(The amendment submitted by Senator Gruening's statement follows:)

[S. 3155, 89th Cong., 2d sess.]

AMENDMENT Intended to be proposed by Mr. GRUENING to S. 3155, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes

On page 4, after line 5, insert the following new section:

"5(a) Notwithstanding the provisions of section 116, funds made available to the State of Alaska under title 23, United States Code, may be expended by the State for maintenance of Federal aid highways.

"(b) Notwithstanding the provisions of section 103, funds made available to the State of Alaska under title 23, United States Code, may be expended for construction of access and development roads that will serve resource development, recreational, residential, commercial, industrial or other like purposes."

Renumber subsequent sections 5, 6, and 7 appropriately.

On page 5, after line 21, insert the following:

"(9) For construction and maintenance of highways in the State of Alaska, out of the highway trust fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$10,000,000 for each of the fiscal years ending June 30, 1967, June 30, 1968, June 30, 1969, June 30, 1970, June 30, 1971, June 30, 1972, June 30, 1973, June 30, 1974, June 30, 1975 and June 30, 1976."

Senator GRUENING. Mr. Chairman, members of the committee, I realize that it is not possible at this hearing to go into the details and the various questions that will be involved before the committee makes up its mind on what action to take, but I am hopeful that we can get Mr. Donald McKinnon, the Commissioner of Public Roads for Alaska, and others to come and add to this testimony.

I know of no problem that is more urgent for Alaska. Consider, as I pointed out, a State which for 40 years was totally excluded from the Federal-aid highway program, and as a result of which has entered the Union in a condition which would be unthinkable in any of your States. Look at this map, and you will see that in the southeast corner, in less than one quarter of the State, there is a road system of a kind—not adequate there, but in the rest of the State, the map is wholly blank, and that is a situation so discriminatory and so unjust and so obstructive of any progress, that I am hopeful that a start may be made to rectify it.

To what extent that start can be made is largely a matter first for the judgment of the committee, and then, of course, for the judgment of the Congress. But I hope you will consider Alaska's plight sympathetically, and picture to yourselves what the situation would be in your State if you had suffered the same kind of total exclusion for the 40 years after the enactment of the Federal Aid Highway Act, which I consider perhaps one of the most important acts ever enacted by the Congress.

It is, as I have said, an act which revolutionized our life, which changed conditions fundamentally, and has really lifted the level of American life to new high standards.

Alaska has not shared in these benefits and I am hopeful that some start can be made to allow it to do so.

Senator MONTONA (presiding). Thank you, Senator Gruening.

The committee has intentions of recalling Under Secretary Boyd and Mr. Whitton to speak to this point here.

Now Senator Cooper, do you have any questions?

Senator COOPER. I understand that the annual apportionment for the ABC system in Alaska is about \$42 million?

Senator GRUENING. I think that is correct, yes.

Senator COOPER. One section of your amendment would propose that \$10 million additional be added annually?

Senator GRUENING. For 10 years, yes.

Senator COOPER. The second section proposes that maintenance costs be paid. That would come out of the \$42 million or—or whatever sums are available?

Senator GRUENING. Yes.

Senator COOPER. With respect to funds for access and development roads, these costs would also come out of the total sum apportioned?

Senator GRUENING. That is right.

Senator COOPER. Do you have any estimate of what might be spent annually, either for maintenance or for access and development roads?

Senator GRUENING. Well, it is difficult to answer that question, because it depends on conditions. If a certain road goes to pieces, owing to frost heaves, earthquake or any unusual conditions, the situation would be different in the following year.

Mr. Donald McKinnon, the Commissioner of Roads, of course, feels that we need every cent of money that we have got now just to maintain the roads that we have.

So I don't think it is possible for me to give a correct answer to your question, because I think the answer would vary from time to time.

Senator COOPER. I think it might be helpful to the Committee for Mr. McKinnon to furnish an estimate.

Senator GRUENING. I think he could furnish it as of the time he testifies.

Senator COOPER. Has the Defense Department constructed roads in Alaska?

Senator GRUENING. Practically the only roads we have in Alaska were constructed incidentally to military needs in World War II.

The Glenn Highway was the chief one, which connected Anchorage with the Richardson Highway. That is about the only important additional construction that we got as a result of defense needs, and this was very helpful.

Senator COOPER. Is it correct that the Department of Commerce has approved for or given its support for all three sections of your amendment?

Senator GRUENING. The amendment I have proposed represents a synthesis of recommendations of the Department of Commerce and the Bureau of Public Roads. It is not in precisely the same form as the recommendations of either the Department or the Bureau.

It is my understanding that it was the recommendation of the Bureau of Public Roads, that needed construction and maintenance oper-

ations in Alaska be financed by an extension for 10 fiscal years of transitional grants such as those authorized for Alaska immediately after statehood. It was the Bureau's recommendation that the funds be made available in an amount of \$10 million per annum for a period of 10 years. My amendment proposes that this fund be supplied from the Federal-aid highway funds which S. 3155 would authorize.

The final report of the Department of Commerce, submitted in accordance with the provision of the Federal-Aid Highway Act of 1962 to which reference is made above contained the following two recommendations for Alaska that would:

- (1) Authorize use of Federal aid funds for construction of access roads and
- (2) authorize use of Federal aid funds for maintenance purposes.

The recommendations of the Department appear to contemplate this form of assistance for a 5-year period.

The Bureau of the Budget recognized only justification for use of Federal-aid highway funds for maintenance purposes, and this on an extremely restricted basis.

The Bureau of the Budget wants to hold everything down. But this proposal is the result of studies, some of which may not be wholly correct, but have a pretty good intention, and I think that as the committee analyzes some of these reports, and perhaps hears from the people on the ground, they may find certain discrepancies. But the purport of the Department of Commerce and the Bureau of Public Roads was that something definite and different would have to be done now, if Alaska was ever to move forward; that we cannot progress under the existing formula, because we have so much catching up to be done.

If you will stop to consider what has happened in the 48 States in the nearly 50 years now since the original enactment of the Federal-Aid Highway Act, and see the resulting magnificent network of highways, from State to State, which is still constantly being improved, and consider that all this time, Alaska was virtually totally excluded, you will appreciate the plight that we are in. And what we are asking is that the committee and the Congress make a start at enabling us to catch up.

It will take a very long time, and maybe a half century or maybe more, but we would like to make a start.

Senator COOPER. Similar to the Appalachian program where the Congress permits the use of Federal funds for access and development roads to enable those areas to catch up.

Senator GRUENING. Yes.

Senator COOPER. I might just say that I have been interested for I recognized that the Senator has been here year after year, asking for help in this very unusual situation. As far as I am concerned, I believe that we ought to try to develop some means of assisting.

Senator GRUENING. I very much appreciate your expression of support, Senator Cooper. I know that when the facts are fully made clear, you will realize that what we are trying to do is to merely rectify a half century of neglect, that it is needed, and desirable, and that

it is an investment in the economic development of a great State which has much to contribute to the rest of the Union.

Senator HARRIS (presiding). Senator Tydings.

Senator TYDINGS. Mr. Gruening, if the amendment concerning the use of the interstate money for maintenance was adopted, would this be the first State to do so?

Senator GRUENING. It would be the first authorization for a State to use Federal aid funds for maintenance.

Senator TYDINGS. Other than the Appalachia program, is there any Federal domestic or foreign program where funds are used for maintenance?

Senator GRUENING. Yes, indeed. I might illustrate that by pointing out that about 20 years ago—that is not exactly the date—the Congress proposed and adopted a program to build the Inter-American Highway, which would connect our southern border with Panama, and the arrangement was that Uncle Sam would pay two-thirds and the six beneficiary states in Central America would pay the other one-third.

This was a responsibility of the Public Works Committee of the Senate and the House. I visited these countries about 2 years ago with Senator Randolph, and I found to my amazement that with the exception of one country, the one-third contribution which those states were required to make was coming out of our Federal aid funds. So that actually, we were being paid out of our own money—a complete violation of the spirit of the agreement. And then the proposal was made, and is now under consideration, that we shall continue to spend two-thirds of the maintenance costs, and they one-third, and presumably unless Congress does something to correct it, out of our own funds.

Now that is the kind of thing that goes on abroad, and it is in such shocking contrast to what we are able to do for ourselves here.

In other words, we not only build roads in foreign countries, but we maintain them, and yet Congress has denied similar treatment to our own States. And in those cases often, when we build highways abroad there is no contribution from the recipient countries. In this case, in the case of the Central American highway, the contribution comes out of our own funds, and I would say that in addition to that, the alleged two-thirds that the United States is supposed to pay has been vastly exceeded, because on repeated occasions, when there has been some delay or some mishap, the building agency has said, oh, well, we will add that to our two-thirds.

I think when those figures are really brought to the attention of Congress, it will find that the United States is virtually or nearly paying for the whole business.

Senator MURPHY. If I may add, Senator, more than that, there are some elements of that road that if they are ever carefully examined will be one of the great national scandals of mismanagement.

Senator GRUENING. I would not dispute that.

Senator MURPHY. There are places where the two ends of the road don't join, segments where the road is complete up to a certain point, and then just left, in the jungle. It has been a very bad experience.

Senator GRUENING. I would assume that after the Government of the United States, which has sent competent engineers, and surveyors and supplied the roadbuilding machinery and the know-how to those countries for 20 years, that they should be able from now on to maintain them, or at least have a better formula than the existing formula of two-thirds paid by Uncle Sam, and one-third paid by them, and presumably out of our own foreign aid funds. This is one of the questions—though a digression from this testimony on Alaska's highway needs—one of the questions that I think concerns those of us who are skeptical about the way the foreign aid program is being administered.

Senator HARRIS. Excuse me just a second. Senator Tydings, do you have anything?

Senator TYDINGS. I have a couple more questions, Senator Gruening.

As I gather the thrust of your amendment would put Alaska into the Interstate System, and entitle her to Federal funds for the construction of highways according to the same formula under which other States now receive money.

Is that correct?

Senator GRUENING. Well, there is nothing in this proposed amendment about putting Alaska now into the Interstate System. We are not in it, but this is not specifically asked for in this amendment.

Senator TYDINGS. Are you just asking for \$10 million annually for the next 10 years?

Senator GRUENING. Yes.

Senator TYDINGS. If we adopt your amendment I understand that it will authorize funds for maintenance for feeder roads, and so forth. Do all of these funds come under the \$10 million a year?

Senator GRUENING. Well, speaking for myself, I would not ask for anything more, as long as I am in the Senate. Of course, I don't know how long that will be.

Senator TYDINGS. Well, Mr. Chairman—

Senator GRUENING. I can't bind my successors but I think that the people of Alaska would be very grateful for this evidence of this recognition of the fact that there has been grave discrimination, exclusion, and that the Congress is prepared to start to rectify it, and I believe that that will hold us pretty well for the next 10 years.

I hope so.

Senator TYDINGS. The Senator's logic is very persuasive, Mr. Chairman.

Senator HARRIS. Senator Murphy.

Senator MURPHY. May I ask, Senator, how is the marine highway system? Is that working out very well?

Senator GRUENING. It is working magnificently. We have a daily ferry. The ferry—and there are now several of them—is a big boat and it is about 350 feet long; it has capacity of about 110 cars, and the marine highway in southeastern Alaska plies daily from Prince Rupert northward, stops at the intervening ports, Ketchikan, Wrangell and Petersburg; every third trip goes to Sitka, which is a little bit off the beaten track, then goes on to Juneau, Haines, and Skagway.

Beginning the 20th of this month, a new ferry will be inaugurated by the Canadians which will start from Vancouver and go some

distance up the island by highway, and then take off. Shortly that will be a daily ferry, so that people will be able now to travel up the entire magnificent Inside Passage by putting their cars on this marine highway. Then there are ferries operating to the westward, also, connecting Kodiak, Anchorage, Seward, Homer, Cordova, Valdez, and as I pointed out, this was financed entirely by the State. There might have been some effort made to get Federal funds for that, but it was not done. The State did it on its own account.

The legislation to create these marine highways was proposed in the first State legislature soon after we got statehood. It was presented to the people, who had to approve the bond issue and did so and we went ahead. We now have three of these larger ferries, and two smaller ones, and we probably will build one or two more. They are very well patronized and very popular. They connect some cities that formerly were completely unconnected by any form of surface transportation.

Senator HARRIS. Further questions?

If not, Senator Gruening, thank you very much for your testimony and your responses to the questions.

Senator GRUENING. Thank you very much.

Senator HARRIS. The committee will now be pleased to hear from the Honorable Ilus W. Davis, mayor of Kansas City, Mo.

I believe Mr. Davis is not here.

Mr. Patrick Healy, the executive director of the National League of Cities, will deliver the statement on behalf of that organization, in place of Mr. Davis.

Mr. Healy, you may proceed.

STATEMENT OF PATRICK HEALY, EXECUTIVE DIRECTOR, NATIONAL LEAGUE OF CITIES

Mr. HEALY. Thank you, Mr. Chairman. Mayor Davis of Kansas City is the chairman of the Committee on Urban Transportation of the National League of Cities, which is an organization representing about 13,500 cities, towns, and villages throughout the United States.

He intended to be here to represent those communities, but was unable to do so at the last moment, and asked me to present the statement in their behalf, and we are delighted that your committee has solicited our views concerning S. 3155, the Federal-Aid Highway Act of 1966. We endorse this legislation, and we seek its enactment.

However, we would suggest that the urban portion of Federal annual appropriations for highway construction in urban areas be substantially increased. We would further recommend that Congress consider the designation of a new Federal-aid highway system within urban areas, a Federal-aid urban system.

I might interject there, Mr. Chairman, a brief definition of what we mean by a Federal-aid urban system, as set out in our national municipal policy. This would include arterial, lateral, distributor, and circumferential routes required to furnish maximum utility to the existing Federal-aid systems, within or adjacent to urban areas. The urban system should be selected by State highway departments and ap-

propriate local officials, subject to approval by the Secretary of Commerce.

We understand that the Secretary of Commerce is conducting a study of highway needs, and we are certain that this study will point up the massive needs of urban areas, and we would urge, therefore, its expeditious completion. We also recommend that Congress authorize a more detailed and continuous study of national highway needs. Such a study could provide a continuing flow of information necessary to designate a Federal-aid urban system, set standards for its development, and recommend methods of financing. We would urge that those steps be taken in sufficient time that firm consideration may be made prior to the completion of the Interstate System. It would seem to us that Congress would benefit from data developed through an adequate highway needs study in determining future uses of highway trust funds and that information gained in this way would be essential in making decisions on future highway programs.

Public officials at the local level are poignantly aware of the transportation problems of the Nation. It is the local official who stands on the firing line immediately responsible for an economically sound community. No one is more aware than he that traffic congestion is detrimental to the community. Our city governments must and do take decisive action to maintain and construct desperately needed transportation facilities. One has but to look at the morning flow of traffic in any of our major metropolitan centers to notice the serious problems which we face. Tie-ups and delays have, in so many instances, become the first problem which our urban residents face daily. Indeed, transportation is vital to the life of the city. People must be able to move within the city and to and from the city with both speed and safety. Communities recognize that solutions to mounting urban transportation problems require not only cooperation and coordination between all levels of government but also that all forms of transportation must be judiciously considered and adequately balanced in order to maximize the free flow of people and goods.

It is the municipal official who must lead in providing, maintaining, and coordinating facilities for the various forms of urban transportation including automobiles, buses, mass transportation facilities, air transport, terminals, and parking facilities. The costs involved in this enterprise are simply unmanageable for the municipality alone. For this reason, the National League of Cities has consistently sought and supported legislation which would assist the municipal governments in providing balanced transportation systems. The league urged the enactment of the Highway Act of 1956 and its bold program of initiating an Interstate and Defense Highway System.

We have also consistently supported ABC legislation. Our league was one of the first to recognize the need for a program of assistance to urban mass transportation facilities, and we were gratified by the enactment of the Urban Mass Transportation Act of 1964. We continue to support this program, and we hope that Congress will favorably consider extending that in the current session. We have also supported the various Federal Aid to Airport Acts, and we consider

this legislation is vitally important to adequate air transportation facilities for the Nation.

We have been guided in these legislative matters by our national municipal policy. This document of proposed actions by all levels of government in terms of transportation policy clearly recognizes that not only the municipal governments but also the Nation as a whole have an abiding interest in adequate transportation facilities of all kinds. Just as a sound circulatory system is necessary for a healthy body, a sound transportation system is necessary for a healthy city. And it is immediately apparent that sound cities are indispensable to the Nation.

So long as traffic congestion and delays plague our cities the Nation does not have an adequate transportation system. The economic costs to the cities are apparent. But these are also costs to the Nation. We must not be limited in our imagination, planning, and action in terms of the provision of genuinely adequate and necessary transportation facilities for all of the people.

Today, as all know, we are an urban nation. Our transportation needs are urban in character. Today, the farmer *is* out of the mud. But our urban citizens are stuck in a massive traffic jam. Just as Congress moved with timely and appropriate assistance to free the farmer and thereby aid the Nation, we feel that the time has come for similar actions for the city dwellers.

The travel patterns of the Nation are inescapably urban in all fields of transportation. Nearly one-half of the Nation's motor travel now occurs on city streets which account for only 10 percent of total highway mileage.

Mr. Chairman, that figure, one-half, was developed by the Bureau of Public Roads a few years ago. Yesterday, in a conversation with the executive director of the Institute of Traffic Engineers, he informed me that their organization has made surveys which indicate that approximately two-thirds of the Nation's motor travel is now in urban areas.

This urban travel is expected to increase by more than 100 percent over the next two decades, while rural travel will increase by only 30 percent. These conditions demand a more equitable distribution of Federal highway user revenues on the basis of road use. Although some States distribute large sums of money for highway revenues for urban needs, a nationally equitable distribution of highway revenues will require a substantial increase for municipal streets and highways by practically all States. This end can only be accomplished through State and Federal action, for it is generally agreed that highway user taxes should finance highway projects. And the State and Federal Governments have, in the main, preempted highway user taxes. The urban areas, where the need is the greatest, have little authority to raise taxes from this source. The highway system in urban areas is becoming, relatively more deficient while rural highways are being brought up to high standards. We are aware that various proposals have been advanced in terms of extending the Interstate System mileage after completion of the basic system. We feel

that any further consideration of additional interstate mileage should be predicated upon the overwhelming urban transportation needs. We recommend to this committee that any increased mileage contemplate a fair and equitable share be devoted to urban areas.

Mr. Chairman, the transportation needs of our urban areas are overwhelming. We strongly urge that the committee bear this in mind as it considers the legislation before you. Thank you.

Senator HARRIS. Mr. Healy, I wonder if it would be possible for you to supply any figures to the subcommittee on the total urban mileage not under the Federal-aid system?

Mr. HEALY. Yes, sir; we would be happy to do that.

Senator HARRIS. We would appreciate that, and I wonder if the figures might be available which could be supplied to the subcommittee also as to the annual amount of construction costs on such a system with non-Federal participation?

Mr. HEALY. The annual construction now being done by cities on non-Federal-aid highways?

Senator HARRIS. Right.

Mr. HEALY. Yes, sir; I think we can get that.

(Subsequently, the following communication was received in response to the foregoing request for information:)

NATIONAL LEAGUE OF CITIES,
Washington, D.C., May 20, 1966.

HON. JENNINGS RANDOLPH,
*Chairman, Subcommittee on Roads, Senate Committee on Public Works, New
Senate Office Building, Washington, D.C.*

DEAR SENATOR RANDOLPH: Following my testimony on S. 3155 before your Subcommittee on May 17, 1966, Senator Harris asked me to supply figures to the Subcommittee on the total urban mileage not under the federal aid system. This figure comes to a total of 429,367 miles as of the year 1964, according to a compilation of the Bureau of Public Roads. This mileage includes all roads, streets, and public ways not under State control in: municipalities; delimited unincorporated places having an estimated population of 1,000 or more; areas which comprise the unincorporated fringe around cities of 50,000 population or greater, defined as urbanized areas by the Bureau of Census in the latest enumeration or as determined by the State Highway Department.

Other streets which are extensions of the federal aid primary system in urban areas total 49,087 miles, and those which are extensions of the federal aid secondary system total 13,038 miles, which brings the total municipal mileage to 491,492. This municipal mileage total comprises 13 percent of the 3.64 million miles of roads and streets in the United States under jurisdiction of all levels of government in 1964.

The following table from the Bureau of Public Roads shows this mileage by individual states. It is rather shocking to note that in only 19 states is there any extension of secondary roads into urban areas, and in several of those the amount of such mileage is negligible. This reinforces our recommendation that a new Federal Aid Urban Highway System should be established in all the states.

Total municipal mileage of roads and streets in the United States, 1964

[Classified by system]

State	Municipal mileage				
	Under State control			Under local control— Local city streets	Total municipal mileage
	Extensions of State primary system	Extensions of State secondary roads	Total		
Alabama.....	1,324	63	1,387	9,138	10,525
Alaska.....	112	—	112	399	511
Arizona.....	257	—	257	5,456	5,713
Arkansas.....	890	—	890	5,986	6,876
California.....	1,918	—	1,918	35,539	37,457
Colorado.....	439	—	439	5,485	5,924
Connecticut.....	861	1,317	2,178	10,105	12,283
Delaware.....	177	668	845	475	1,320
Florida.....	1,568	428	1,996	15,289	17,285
Georgia.....	2,129	—	2,219	11,338	13,467
Hawaii.....	49	23	72	765	837
Idaho.....	272	—	272	2,334	2,606
Illinois.....	3,101	—	3,101	22,020	25,121
Indiana.....	1,212	—	1,212	15,965	17,177
Iowa.....	1,130	—	1,130	11,323	12,453
Kansas.....	612	—	612	8,378	8,990
Kentucky.....	955	—	955	3,798	4,753
Louisiana.....	671	708	1,379	8,020	9,399
Maine.....	363	388	751	1,590	2,341
Maryland.....	133	165	298	3,488	3,786
Massachusetts.....	1,772	—	1,772	17,879	19,651
Michigan.....	1,205	—	1,205	17,001	18,206
Minnesota.....	1,752	—	1,752	13,335	15,087
Mississippi.....	865	—	865	5,071	5,936
Missouri.....	991	620	1,611	12,584	14,195
Montana.....	170	71	241	1,800	2,041
Nebraska.....	404	—	404	5,471	5,875
Nevada.....	73	73	146	1,214	1,360
New Hampshire.....	222	138	360	1,219	1,579
New Jersey.....	1,010	—	1,010	10,323	11,333
New Mexico.....	678	—	678	2,671	3,349
New York.....	1,261	—	1,261	16,222	17,483
North Carolina.....	1,458	1,811	3,269	9,052	12,321
North Dakota.....	236	—	236	2,744	2,980
Ohio.....	2,822	—	2,822	19,001	21,823
Oklahoma.....	1,011	—	1,011	10,191	11,202
Oregon.....	344	172	516	4,924	5,440
Pennsylvania.....	2,512	2,429	4,941	16,878	21,819
Rhode Island.....	293	—	293	2,864	3,157
South Carolina.....	929	2,960	3,889	2,017	5,906
South Dakota.....	230	—	230	2,591	2,821
Tennessee.....	1,017	—	1,017	7,573	8,590
Texas.....	5,135	—	5,135	36,531	41,666
Utah.....	656	—	656	3,455	4,111
Vermont.....	73	—	73	834	907
Virginia.....	1,152	652	1,804	5,529	7,333
Washington.....	400	188	588	7,597	8,185
West Virginia.....	497	164	661	2,383	3,044
Wisconsin.....	1,599	—	1,599	11,297	12,896
Wyoming.....	147	—	147	982	1,129
District of Columbia.....	—	—	—	1,243	1,243
Total.....	49,087	13,038	62,125	429,367	491,492

Senator HARRIS also asked me to supply the Subcommittee with figures as to the annual construction which is being done on non-federal aid highways in urban areas. The following tabulation by the Bureau of Public Roads shows the estimated capital expenditures for highways for the years 1963-1966 for roads and streets not on any federal aid systems, both rural and urban, classified in two categories: 1. Other *State* roads, and 2. Other *Local* Roads and Streets. For example, for the year 1966 a total of \$719 million was estimated as capital expenditures for other *local* roads and streets in municipal areas, of which \$692 million was expended by local road agencies, whereas in the same year on state roads in municipal areas not on federal aid systems \$88 million was expended, about half by state highway departments and the other half by state toll agencies. This compares with \$385 million spent by state highway departments on rural roads not part of the federal aid system.

Estimated capital expenditures for non-Federal-aid highways, 1963-66 by systems, by expending agencies

[In millions of dollars]

System by expending agencies	1963		1964		1965		1966	
	Rural	Municipal	Rural	Municipal	Rural	Municipal	Rural	Municipal
Other State roads, rural, and urban:								
(a) State highway departments	273	26	238	23	351	38	385	43
(b) State toll facilities	170	6	104	8	76	25	50	43
(c) Local road agencies	4	2	4	2	4	2	4	2
(d) Total	447	34	346	33	431	65	439	88
Other local roads and streets:								
(a) State highway departments	55	16	56	11	60	13	66	16
(b) State toll facilities	11				1	2	8	8
(c) Local toll facilities	6	5	5	3	5	3	5	3
(d) Local road agencies	494	586	534	653	558	671	582	692
(e) Total	566	607	595	667	624	689	661	719

If we can be of further service to the Subcommittee on Roads, please call upon us.

Sincerely,

PATRICK HEALY,
Executive Director.

Senator HARRIS. Now this has to do with your testimony about urban needs, and I might say that other witnesses before this committee have suggested that we amend this bill to require the post-1972 needs study to go forward now, and that recommendations on that be made to the subcommittee by January of 1967.

If I would understand your testimony, it would seem to be in line with that kind of recommendation which has previously been made here.

Mr. HEALY. Yes, sir; we would support that. We do support that. We do also urge that a continuing needs study be undertaken by authorization of Congress. Congress has not directed or authorized this needs study. It is something that the Department of Commerce is doing on its own.

Senator HARRIS. Right. I wonder if you could elaborate any on your recommendation about substantial increases in urban mileage apportionment.

Mr. HEALY. Mr. Chairman, our National Municipal Policy makes the statement that "the proportion of Federal annual appropriations for highway construction in urban areas should be substantially in-

creased to provide the additional funds necessary for the construction of an adequate system of urban highways. Secondary and major city streets within the corporate limits of municipalities should be eligible for federal aid in the same proportion that Federal aid is available for roads outside cities."

Now please refer, in S. 3155, in section 5, to the existing formula for Federal aid expenditures, which now calls for 45 percent for projects on the Federal Aid Primary Highway System, 30 percent for projects on the Federal Aid Secondary Highway System, and 25 percent for projects on extensions of the Federal Aid Primary and Secondary Highway Systems in urban areas. What we mean by "substantial increases" is an amount equal to the sum available outside of cities. This would mean that whereas now, 75 percent of the funds are to be used outside of urban areas, and only 25 percent inside, this ratio would be changed to 50 percent inside urban areas, and 50 percent outside urban areas by our recommendation.

Now if you kept the same ratio between Primary and Secondary outside cities, then those figures would be changed to read 30 percent for projects on the Federal Aid Primary Highway System, 20 percent for projects on the Federal Aid Secondary System—that is a total of 50—and then the remaining 50 percent for projects on extensions of Federal Aid Primary and Federal Aid Secondary Highway Systems in urban areas, and for a new Federal Aid Urban System.

Senator HARRIS. Now that last figure you have given would be on those streets which would be already on the system, or would that mean that could be brought on to the system?

Mr. HEALY. Both. Those already on the systems, and then a new system which would include arterial, lateral, feeder, distributor, and circumferential routes to provide maximum utility for the other Federal aid systems.

Senator HARRIS. One last question. I wonder whether if in light of your experience do you consider the present limits of relocation assistance under the Highway Act—and this is a matter that has been testified about in these hearings, the present limits, \$300 per family, \$2,000 for business, relocation assistance—realistic, and whether or not you have any recommendations in that regard?

Mr. HEALY. Mr. Chairman, we don't have anything spelled out in our policy on that point, but I think we would support the same level of assistance that is now available under Urban Renewal, which is higher than that.

Senator HARRIS. You don't happen to know what those figures are? I was trying to think myself. I don't recall.

Mr. HEALY. I will have to furnish that for the——

Senator HARRIS. Mr. Royce, our staff member here, says that for business, I believe, it is \$25,000 under an administrative ruling.

Mr. HEALY. Yes; that is right.

Senator HARRIS. I appreciate your general impression about that. Senator Cooper?

Senator COOPER. In your remarks about changes in the general program of apportionment of funds, I assume that you are not speaking particularly of increased mileage, but more of increased funds for the urban program? Is that because of a greater cost of construction of highways in urban areas?

Mr. HEALY. Senator, we are speaking about both of those. We are speaking about both. We are speaking about increased mileage of roads and streets within urban areas to be designated as a new Urban Highway System which now are not on any Federal aid system.

We are also speaking about an increased apportionment to existing mileage in urban areas.

Senator COOPER. A change in the proportion allotted to urban areas?

Mr. HEALY. Yes, sir.

Senator HARRIS. Senator Murphy?

Senator MURPHY. I might say this would be based on the need of people per mile, rather than just the basis of mileage. In other words, where there is a greater concentration in the urban areas, there has to be a whole new scale of appropriations, to cover the need which might not be part of the system, which might feed into the system at one point.

Mr. HEALY. Yes, sir, that would be appropriate.

Senator MURPHY. And a continuing study, I think, is extremely important. We have a situation in my town with one highway that was extremely overcrowded. When they put another addition on the freeway system, the Santa Monica Highway, they found that it just took the complete pressure off of the highways going through Beverly Hills. The result has been that a very costly program to build a new highway through Beverly Hills has now been put on the shelf for awhile, to see whether they actually need it. So the continuing study is imperative with the growth and development of cities today. It is obvious in some cases there is a need for highways, but in other cases there may be a slackening off of some of the needs for old highways, depending on the relocation of the urban concentrations.

I thank you very much for testifying.

Senator HARRIS. Mr. Healy, with the leave of the committee, I would like to ask Mr. Royce here to ask a question or two about the related matters here in the District of Columbia.

Mr. Royce.

Mr. ROYCE. Thank you, Mr. Chairman.

Mr. Healy, are you familiar with the President's Advisory Committee criteria for transportation planning in the District of Columbia?

Mr. HEALY. Only from what I have read about it in the newspapers.

Mr. ROYCE. Well, the President's Advisory Committee has established some 16 criteria to evaluate transportation planning in the District, both mass transit and again the highway plan.

Among these criteria are questions of the impact of a program on displacement, on recreational areas, on churches and schools, community institutions, the impact on socially integrated neighborhoods, the impact on the tax base, the impact on parking areas, several other such criteria.

In your opinion, would it be advisable for the Bureau of Roads, the Bureau of Public Roads, to apply these criteria to urban planning as a predicate for Federal participation?

Mr. HEALY. I might say, though, at this point, that we have been very much involved in the idea of comprehensive, continuing transportation planning in urban areas. When the Congress wrote that

in as a requirement, in the 1962 Highway Act for a continuing cooperative, comprehensive transportation planning process to be in effect in each metropolitan area with over 50,000 population by July 1, 1965, we supported that.

Mr. HEALY. We organized nationwide, in cooperation with the American Association of State Highway Officials and the National Association of Counties, a series of regional meetings to familiarize the State highway department people and the county and city officials with this planning requirement. And we had earlier participated with a number of other organizations, including the Bureau of Public Roads, in the development of techniques and manuals for this planning process, which was known as the National Committee on Urban Transportation.

Now as I recall, they don't spell out those criteria you mentioned as factors that should be considered in this transportation planning process, although perhaps some of them were mentioned. But it is quite possible that any good, intelligent planning process would consider those. I am not sure that they should be spelled out and required by the Bureau of Public Roads.

Mr. ROYCE. Does the league have any uniform standards or criteria to implement the 1962 requirement, or has your association recommended any uniform standards or criteria?

Mr. HEALY. No standards as such, no, other than to recommend the use of the guide manual and technical manuals of the National Committee on Urban Transportation, which we had participated in preparing earlier.

Mr. ROYCE. Is there any monitoring on the part of your association of this 1962 act requirement?

Mr. HEALY. No, sir; there is no monitoring by us.

Mr. ROYCE. Then, as far as you know, it depends simply upon the Bureau of Public Roads' acceptance of each individual plan.

Mr. HEALY. The Bureau of Public Roads works with the States. They do not work with the cities or with the counties. That is the relationship that exists, and it is therefore necessary to develop a cooperative kind of an intergovernmental relationship in each of these areas. But the Bureau has to restrict its dealings to the State highway departments.

Mr. ROYCE. Could you supply for the record the number of metropolitan areas that have not complied with the 1962 act?

Mr. HEALY. I would be happy to get that information for you, for the record.

Mr. ROYCE. Thank you.

(Subsequently the following memorandum was submitted:)

STATUS OF URBAN TRANSPORTATION PLANNING

The 1962 Federal-Aid Highway Act provides that "After July 1, 1965, the Secretary shall not approve . . . any program for projects in any urban area of more than fifty thousand population unless he finds that such projects are based on a continuing comprehensive transportation planning process carried on cooperatively by States and local communities"

There are now 230 urban areas subject to this requirement, 14 having been added since the enactment of the law. Except for five urban areas which have been added only recently, comprehensive transportation planning is being carried on under agreements between the State highway departments and the governing bodies of the local communities which provide that the planning process is to be

a continuing function. In this sense, all of the urban areas have complied with the requirement of the Act.

While in some cities the transportation planning process has not progressed sufficiently far to provide the required support data for all projects, there have been no significant delays in the Federal-aid highway programs in any of the States. The accomplishment to date has been truly remarkable, and there can be no doubt that the cooperative planning studies will help materially in resolving difficulties which have, in the past, caused delays in the highway program in urban areas.

Senator HARRIS. Are there further questions by members of the committee? If not, thank you very much, Mr. Healy, for your presence here and for your statement on behalf of the fine organization you represent.

The committee will now be pleased to hear from Mr. Leonard Crawford, immediate past president of the Consulting Engineers Council.

Do you have a prepared statement, Mr. Crawford?

**STATEMENT OF LEONARD K. CRAWFORD, IMMEDIATE PAST
PRESIDENT, CONSULTING ENGINEERS COUNCIL**

Mr. CRAWFORD. Yes, sir; I have a prepared statement. If the committee would permit, I would like to submit that for the record and make a few comments in summary.

Senator HARRIS. Without objection, the complete statement will be made a part of the record and you may now proceed in your own way.

(The statement referred to follows:)

**STATEMENT OF LEONARD K. CRAWFORD, IMMEDIATE PAST PRESIDENT, CONSULTING
ENGINEERS COUNCIL**

Mr. Chairman and Members of the Subcommittee, my name is Leonard K. Crawford. I am a partner in the consulting engineering firm of Crawford, Murphy and Tilly, Inc., consulting civil engineers, located in Springfield, Illinois. I appear today as the Immediate Past President of Consulting Engineers Council of the United States, a professional society composed of nearly 1800 independent firms of engineers in private practice. Our membership is restricted to organizations and individuals engaged solely in the private practice of engineering, and having no affiliation with the manufacture of equipment or materials, or with the provision of other services.

My purpose in appearing before your subcommittee is to request clarification of the intent of Congress with respect to the utilization of consulting engineering firms by the State Highway Departments for design and construction engineering under the Federal-Aid Highway Program. It is our contention that the policy governing contractual engineering services has a direct and important effect on the cost of completing the national highway system.

Consulting engineers have played an important part in the national highway program historically, and have been responsible for about one-half of the design phase of engineering for the Interstate Program authorized under the Federal-Aid Highway Program by the Act of 1956. The ready availability of qualified professional engineers, through private firms, enabled the State Highway Departments to undertake engineering responsibilities under the 1956 Act with a minimum of delay, and has proved to be economical and desirable from the standpoint of providing a wide range of specialized services available upon demand.

Former Highway Administrator Tallamy commented to the General Accounting Office on the utilization of consulting engineers as follows:

"* * * Work under the Federal-Aid Highway Act of 1956 could not have gotten off the ground if consulting engineers had not been utilized in many states. We do not agree that the use of consulting engineers has increased costs.

"The use of consulting engineers for some of the work gives the States greater flexibility; enables them to secure experts for specialized problems particularly in urban areas; brings fresh, unbiased thinking into solving problems; creates

incentive for better production of the States' forces by providing a yardstick of accomplishment; and enables work to be accomplished that would be impossible otherwise."

Regulations for the administration of Federal-Aid for highways promulgated by the Bureau of Public Roads, Department of Commerce for the guidance of regional and state representatives permit the utilization of consulting engineers and private engineering organizations on a contract basis for design, preparation of plans, specifications, and estimates, and for construction engineering (other than general supervision) under special circumstances. The State Highway Departments in nearly all of the States have taken advantage of the availability of consulting engineers, and nearly fifty percent of the design on the Interstate Program has been provided by engineers in private practice supplementing State Highway Departments.

Although consulting engineering firms have been utilized by the States for a substantial portion of the engineering involved in the program, we are now confronted with serious criticism of this practice, which may lead to restrictions on the availability of supplementary professional engineering services to the State Highway Departments. In the course of reviewing the administration of the Federal-Aid Highway Program by the State Highway Departments, the General Accounting Office has questioned the propriety of retaining private firms and individuals to supplement State Highway Department engineering staffs.

Chapter 3, Title 23, United States Code 302.(a)—Federal-Aid Highway Act states:

"Any state desiring to avail itself of the provisions of this title shall have a State Highway Department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit."

The General Accounting Office contends that a literal interpretation of this section of the Code requires State Highway Department engineering staff adequate to provide engineering services for most, if not all, of the design and construction management required under the Federal-Aid Program. Recommendations included in the General Accounting Office reports suggest major curtailment of the use of consulting engineering services.

Consulting Engineers Council has previously appeared before the Senate and House Public Works Subcommittees on Roads, pointing out this interpretive difficulty and suggesting clarification of the intent of Congress with respect to the role of the consulting engineer in the Highway Program. We were assured that the Congress is aware of the contribution of the private engineering sector to the Highway Program and other public works efforts, and it has been stated that the utilization of engineers in private practice by the State Highway Departments, at the discretion of these departments conforming to Bureau of Public Roads policy, was intended.

Unfortunately, these assurances have not resolved the problem, and the General Accounting Office continues to level criticism at what it terms "Excessive use of contractual engineering services" under its interpretation of the Act. This criticism has resulted in the creation of doubts within the State Highway Departments, and, if continued, will inevitably lead to restrictions on the availability of qualified, specialized engineering capabilities on an as-needed basis to the States.

We sincerely believe that engineers in private practice have made valuable contributions to the success of this historical public works effort. A wide range of highly diversified and specialized professional engineering talent is available to Public Works Agencies through private firms, without the necessity of adding to permanent civil service organizations. This talent should be utilized to complete assignments beyond the capabilities of state government resources for normal workloads. To remain competitive, the engineer in private practice is obligated to keep abreast of professional and technological developments, and must maintain the ability to provide these services to the client economically. The economy and flexibility provided by the proper use of consulting engineering firms is attested by the State Highway Departments which have followed this policy in the past.

We respectfully request your consideration of a change in Chapter 3, Title 23, United States Code 302.(a), Federal-Aid Highway Act, clarifying the intent of Congress in order to remove any doubt that may have been created inadvertently

or through unwarranted interpretation of this section of the Act. The addition of the language italicized herewith would serve to permit continuation by the State Highway Departments of a proper utilization of consulting engineers.

"Any state desiring to avail itself of the provisions of this title shall have a State Highway Department which shall have adequate powers, and be suitably equipped *with direct staff, which may be supplemented by retained professional services*, and so organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit."

The italicized wording, suggested by Consulting Engineers Council, would be permissive, and would allow the State Highway Departments to supplement engineering staffs with contractual engineering services, *if so desired*, subject to policy and regulations promulgated by the Bureau of Public Roads. Such utilization would not be mandatory, the revised working serving primarily to establish the intent of Congress.

It is our conclusion, after contacts with the State Highway Departments and the General Accounting Office, that a clear statement in the basic Act is necessary to resolve this matter. Although administrative regulations of the Bureau of Public Roads do recognize and permit contractual engineering services supplementing State Highway engineering staff, criticism of this practice is based on interpretations of the Act itself; therefore, we earnestly solicit your consideration of the changes recommended.

A large number of consulting engineering firms are engaged in highway design practice in the United States. The capabilities of these firms are available to public and private clients whenever needed, and many of these firms are actively engaged in engineering projects in the underdeveloped countries of the world. These United States consulting engineering firms play an important part in our export expansion program, and have been recognized by the Department of Commerce and other agencies of government as a key factor in the export of U.S. produced materials and equipment and other services, including construction contracting. They represent the U.S. free enterprise system, and have played an important part in the development of many countries abroad.

We represent a reservoir of talent available to Government and industry on call to provide highly skilled engineering talents as the needs of our clients demand these services. We assume the responsibilities of obtaining engineering assignments to keep our staffs occupied and we also retain the prerogative of adjusting the size of our organizations to meet the demands for our services. We have no subsidies, nor do we seek any, to guarantee our continued existence as business enterprises.

We submit that any curtailment on our abilities to provide engineering services domestically will have an adverse effect on the national economy and on our ability to serve the needs of the underdeveloped countries of the world.

We appreciate the opportunity of presenting these facts to the subcommittee, and earnestly request your consideration of the changes suggested.

Mr. CRAWFORD. My name is Leonard Crawford. I am a principal of the firm of Crawford, Murphy & Tilly, Inc., consulting engineers, in Springfield, Ill., and the immediate past president of the Consulting Engineers Council. The Consulting Engineers Council is a federation of 44 State and regional associations representing nearly 1,800 individual firms who employ approximately 35,000 people.

We are asking you to consider an amendment to the Federal Highway Act which will make it clear that Congress intends that the States be permitted, if they so choose, to utilize the services of consulting engineers in the Federal-aid highway program. You are, of course, aware of the fact that extensive use has already been made of consulting engineer services and that approximately 50 percent of the interstate highway program has, to date, been designed by consulting engineers.

Chapter 3, title 23, United States Code, section 302(a), states as follows:

Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers and be suitably

equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title.

The General Accounting Office has repeatedly stated, in their reviews of the operations under the act, that the Congress intends that virtually all of the engineering services be performed by State employees.

GAO has frequently criticized the States for using consulting engineers, and chastised the Bureau of Public Roads for permitting this use. The General Accounting Office has stated, without substantiation, that it obviously costs more for the States to use consulting engineers than to build up their own staffs.

It is my understanding that the language I have just quoted was placed in the act in 1916, 50 years ago, at a time when many of these States had no highway departments. We have been told on a number of occasions that Members of Congress do not agree with the General Accounting Office's interpretation.

We have also been told by officials of the Bureau of Public Roads that they do not agree that this language meant what the GAO said it meant. Nevertheless, the General Accounting Office repeatedly criticizes the States and the Bureau.

This criticism places the States and the Bureau in the position of defending the use of consulting engineers. The natural tendency in the face of this continued criticism is, of course, to build up State staffs and discontinue the use of private firms.

We are suggesting an amendment to make the paragraph which I previously quoted read as follows:

Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped *with direct staff, which may be supplemented by retained professional services*, and so organized to discharge to the satisfaction of the Secretary the duties required by this title.

This wording would make it clear that the States are permitted to use consulting engineers. It would permit continued supplementation, as opposed to supplantation, for we agree that the States must have competent engineering staffs.

I would like to briefly quote from two documents in substantiation of our position. The first is a letter from J. Burch McMorran, superintendent of public works for the State of New York, dated April 10, 1964. It was written in reply to the General Accounting Office's report on New York highway operations.

Quoting in part:

The use of contract engineers represents the only practical way of producing the volume of work required to meet the states' needs and commitments. The GAO team offers no valid reasons for its conclusion that the use of the contract engineers appears to be more extensive than was contemplated by the provisions of the federal aid highway legislation.

Its very use of the expression appears to be qualifying, equivocal, and inconclusive. We reject and resent this and all other insinuations of this character in this report.

I would like to also quote very briefly from a report to Gov. Daniel J. Evans, of the State of Washington, dated October, 1965, by the Council for Reorganization of the Washington State Government.

The report said in part:

Although staffed with able and dedicated people, the Department of Highways, like other government agencies, is not, and has not been under competitive pressures to produce and maintain highways in the most economical manner.

Without this pressure, effective control systems to assure economical and efficient production in each segment of the highway program have not been developed. There was a buildup in personnel to meet the increased workload caused by the interstate construction program beginning in the mid fifties. This workload essentially leveled out in the early sixties. However, personnel totals and costs, particularly administrative overhead, continue to rise . . .

Then in the Washington State Council's recommendation number 22, entitled "Use of Outside Professional Services Where Appropriate," it states that the effective use of outside professionals would save the department an estimated \$250,000 annually.

For example:

Consulting engineers—A greater amount of work should be placed with qualified consulting firms. Having outside consultants experienced in the operations of the Department of highways will create a reserve of engineering talent. Such a group should be particularly valuable in relieving peak workloads. This would also enable the department to staff for optimum workloads instead of peak. The result would decrease permanent staff needs.

Delegation of work to engineering consultants would also facilitate completion of highways, reduce stress on department manpower and facilities, and provide greater resourcefulness. In addition, exposure to outside thinking and competition may stimulate new thinking among employees . . .

We honestly believe, Mr. Chairman, that our proposed amendment is in the public interest. We would welcome an opportunity to assist in an objective cost study regarding the use of consulting engineers.

We have no doubt that if costs are truly accounted for, a study would clearly indicate the saving to the taxpayer through the use of consulting engineers in this program.

Thank you very much for this opportunity to bring this matter to your attention.

Senator HARRIS. Thank you, Mr. Crawford. This has been a matter of concern to me, as I know it is to our distinguished chairman also. And I think that I would say, as a former member of the Oklahoma State Senate, and vice chairman of its roads and highways committee, that what you say about the ability to take care of the volume of work, for example, inhouse, is correct, and furthermore, it seemed to me that it is a matter of dollars and cents, as you have alluded to there.

Who was the last group you quoted from?

Mr. CRAWFORD. This was a commission appointed by the State of Washington to review their government operations; a little Hoover Commission, so to speak.

Senator HARRIS. Right. I think I could say we have found the same thing in Oklahoma. That first, in order to get the kind of people you want to do these imaginative things, particularly in regard to urban highways and in regard to interstate highways, the costs are rather high for the salaries for those kinds of people, and then the point made by the commission in Washington, I think, is a very valid one, because the work in engineering, we have found there in Oklahoma, goes up and down, fluctuates, and so you would have to keep on the staff an awfully lot of people who would have periods during which they did not—they were not really fully utilized, whereas you can transfer that risk to some degree, or transfer that burden to some degree, to private consulting firms by using the consultants.

I looked at your amendment here again as you read it. I think it is a very simple one. We certainly would not want to bind anybody in a particular situation as to the percentage, or anything else, but as I look at your amendment it does not attempt to do that, it leaves it flexible, and where local facts can be taken into consideration.

Mr. CRAWFORD. Yes, sir. The only thing we are recommending is that Congress make clear its intent that the States may, if need arises and they so desire, use consulting engineers.

Senator HARRIS. And it pretty much would adopt with what is the practice anyway. States have found they have had to do that as they have in my home State, and this would get us out from under this consistent criticism by the General Accounting Office.

Mr. CRAWFORD. Yes, sir.

Senator HARRIS. Senator Cooper?

Senator COOPER. Does the General Accounting Office claim there have been any exorbitant charges or any incompetence accompanying the use of professional engineers?

Mr. CRAWFORD. Not to my knowledge, sir. The statements they have made have been general and unsubstantiated. For example they have made the broad assumption that it obviously costs more to hire people because you must pay for overhead and profit. They have not, however, come up with the figures, and we have asked them repeatedly to make an analysis, and take into account all of the costs. We believe that such an accounting will show the costs to the public less in the long run when consulting engineers are used, to some extent, in the program.

Senator COOPER. If the private and professional engineers had not been needed, used, would it have been necessary for the State highway departments to employ additional engineers, if they can find them?

Mr. CRAWFORD. Yes, sir. As you may recall when the program was first considered in 1956, this was one of the questions that concerned the Congress. They wondered whether or not there was engineering capability to do the design, and at that time, the Bureau of Public Roads said that by using consulting engineers, this could be done. It has been proven out.

Senator HARRIS. Senator Murphy.

Senator MURPHY. I have no questions. I think that as far as this committee is concerned, though, it is of great importance that this amendment be considered, and all the facts pertaining to it be derived and evaluated. I would think from the testimony we have here heard that the wish of the Congress, this should be spelled out so there could be no misunderstanding on the part of the General Accounting Office, if the testimony we have heard today stands up, and I am inclined to believe that it will.

Mr. CRAWFORD. We hope so, Senator.

Senator COOPER. Thank you.

Senator MURPHY. Thank you.

Senator HARRIS. Thank you, Senator.

Thank you very much, Mr. Crawford.

Mr. CRAWFORD. Thank you.

Senator HARRIS. Paul H. Robbins is our last witness of the morning. He is executive director of the National Society of Professional Engineers.

Mr. Robbins, we are pleased you are here, and appreciate hearing your testimony at this time.

**STATEMENT OF PAUL H. ROBBINS, EXECUTIVE DIRECTOR,
NATIONAL SOCIETY OF PROFESSIONAL ENGINEERS**

Mr. ROBBINS. Thank you, Senator Harris.

With the permission of the committee, we have a prepared statement which I would like to read.

Senator HARRIS. You may proceed in your own way, Mr. Robbins.

Mr. ROBBINS. Thank you, Senator Harris.

Mr. Chairman, I greatly appreciate the opportunity to present the views of the National Society of Professional Engineers on S. 3155—the Federal-Aid Highway Act of 1966.

My name is Paul H. Robbins. I am a registered professional engineer and executive director of the National Society of Professional Engineers.

Our society is a nonprofit organization with more than 65,000 members, all of whom are qualified under applicable State engineering registration laws. Our membership includes professional engineers engaged in virtually every specialized branch of engineering practice and type of employment.

For some years the engineering profession, and particularly those of its number who engage in highway work, has been troubled by the apparent conflicting interpretation of the Federal-Aid Highway Act regarding the permissible use of engineers in private practice for the planning design and related fieldwork under the Federal-Aid Highway Act of 1956.

The present law (23 U.S.C. 302, et seq.) and its predecessor laws, provides that:

Any state desiring to avail itself of the provisions of this title shall have a State Highway Department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit.

Until recent years there had never been any question raised to the effect that this language meant, or was intended by Congress to mean, that the States could not utilize the services of private engineering firms for such portion of the required engineering work as might be determined by the State to be necessary and desirable.

However, in recent years the Comptroller General of the United States has issued a series of reports on the interstate highway program which criticized both the Bureau of Public Roads and the States for this long-established practice. For example, in a report on the interstate program in New Jersey in 1964, the Comptroller General was critical of the "excessive use of consultant engineering firms," and stated, "Accordingly, it is our view that such extensive use of consultants is not consistent with the objectives of Federal-aid highway legislation and regulations with the long-standing policy of the Bureau that major reliance is to be placed on an adequately staffed State highway department." The division engineer of the Bureau of Public Roads, in commenting on the criticism, pointed out that the State's highway department organization would have to be increased by

about 1,000 percent to do all the usual types of preliminary engineering currently required by its highway program, at that time.

Along similar lines, in March 1964, the Comptroller General criticized the New York State Department of Public Works for the use of private engineering firms, holding that such use "appears to be more extensive than was contemplated by the provisions of Federal-aid highway legislation and regulations which require that the States have adequate organizations * * *." In reply to this comment, J. Burch McMorran, superintendent of public works of the State of New York, noted:

Without the substantial assistance of contract engineers the Interstate System in particular could not be completed in many States within the time set by Congress. Nor does the GAO seem aware that the Federal Highway Administrator even now is pleading with the States to accelerate their designs and other activity in order to place or keep the interstate program schedule.

Mr. McMorran also replied to the GAO criticism that much of the design work contracted to consulting engineers was "straight roadway design," and thereby "particularly objectionable." Mr. McMorran replied to this statement that such design "may be as trying, or more so, as the design of other sections. It may—and frequently does—involve fully as much skill and effort in coping with problems of soil and topography, and providing suitable highway base, drainage, structures, etc."

We believe it would be particularly pertinent to this issue to quote one further portion of Mr. McMorran's comment, dealing with an apparent assumption by the GAO that the use of consulting engineers is necessarily more expensive. Mr. McMorran stated:

* * * we are constrained to emphasize that while the point is implied, the GAO has offered no tangible indication that the State's use of contract engineers increased design costs. The report alleges that between July 1, 1956, and June 30, 1962, the State engaged contract engineers to design interstate facilities with an estimated cost of some \$700 million for fees totaling about \$25 million. These fees are not unreasonable. They amount to approximately three and one half percent of estimated project costs, and are in accordance with nationally-accepted practice and standards prescribed by the engineering profession. They cover, in addition to salaries, necessary overhead expenses related to design work. There has been no comparative cost study by the GAO which would show that exorbitant or unjustified costs are resulting, either to the State or Federal Government, from the use of contract engineers in New York State. To the contrary, it has been indicated to this Department that we are receiving a full measure of value under our engineering contracts.

Statistics compiled by the Bureau of Public Roads show that the average total preliminary engineering and construction engineering cost for the period July 1, 1956 to June 30, 1961, covering both fees for consulting engineers and costs of State design, was 12.9 percent of construction costs (see table I, p. 174).

Another tabulation by the Bureau of Public Roads for the period July 1, 1956, through June 30, 1963, not including State design, shows that the average fee for private engineering services paid by the States was 3.8 percent of construction cost (see table II, p. 175).

A 1960 survey on "The Role of the Consulting Engineer in Federal Public Works Projects," conducted by the Functional Section for Consulting Engineers in Private Practice, National Society of Professional Engineers, disclosed that the average engineering design cost by

consulting engineers for a large number of highway bridge projects was 3.67 percent of construction cost.

A report by the Coordinating Committee on Relations of Engineers in Private Practice with Government—composed of representatives of the American Society of Civil Engineers, American Institute of Consulting Engineers, Consulting Engineers Council, National Society of Professional Engineers and Engineering Division, American Road Builders' Association—on costs of highway engineering done by private engineering firms, dated February 1962, contains the following statement:

In September 1960, the Federal Highway Administrator stated to a few private engineers in a meeting in his office that private firms had designed to date for the Federal Highway Program \$7.1 billion of high construction (about one-half of the design work done to that date) for engineering costs totaling \$267 million. This is an average engineering cost of 3.76 percent. Engineering costs in terms of construction costs on the various projects included in the total ranged from 1.7 to 5.0 percent.

It is apparent from these figures that the costs resulting from the use of consulting engineers are certainly not higher than those reported by the States for similar services including both in-house staff and private engineering design, recognizing that the 12.9 percent average for the States included some costs which cover additional State-conducted operations, such a preplanning, administration, and research.

In 1963, the Comptroller General in a report on the interstate program in Virginia went even further, stating that:

The expanded program provided by the 1956 highway act greatly increased the engineering of the State. To alleviate a shortage of personnel in the bridge design division, the State has employed consultant engineering firms quite extensively to perform usual types of preliminary engineering work for structures on Interstate highway projects, although Federal legislation and regulations contemplate that State highway departments will be adequately staffed to carry out the Federal-aid program.

And in a 1959 report on the highway program in Maryland, Pennsylvania, and West Virginia, the Comptroller General was critical of the fact that private firms which had been used in those States were paid compensation including overhead and profit, thereby causing a substantial and unnecessary increase in engineering costs.

As already show by the figures alluded to above, we respectfully submit that there is no evidence or basis for the conclusion that the use of consulting engineers causes an increase in engineering costs to the States. Nor do we find any basis whatsoever for the Comptroller General's statements and implications in his various reports that the Federal-Aid Highway Act requires or contemplates that the State highway departments are to be restricted to the use of their own staffs in order to meet their responsibilities for the interstate program. We subscribe wholeheartedly to the statement of Maj. Gen. Louis Prentiss (retired), executive vice president, American Road Builders' Association, before the House Subcommittee on Roads, May 29, 1963:

The early progress of the work toward the completion of the Interstate System would have been much slower had it not been for the volume of design work accomplished by engineers in private practice.

The recent history of our highway program and the outstanding record of service of private engineering firms in times of national

emergency should be sufficient to demonstrate the need for maintaining the strength of the private component of the engineering profession. The principal economies in the use of private engineering firms derive from the fact that such firms can be hired for one specified project and then released, while State highway departments find it very difficult to reduce their own engineering payrolls after a peak load period has passed.

We believe that the design of Federal-aid highways should be shared by public and private engineers, and that each State highway department having first been equipped and organized to supervise and perform its engineering responsibilities as outlined by title 23, United States Code, be permitted the freedom to determine to what extent and for what tasks consulting engineers should be utilized in the respective States.

Policy and Procedure Memorandum 40-6 of the Bureau of Public Roads, dated August 23, 1965, provides for the use of consulting engineers by the State highway departments when (1) the State has a program substantially larger than normal and desires to contract for engineering services rather than build up its organization for a comparatively short period, or (2) the unusual character of work requires highly specialized knowledge and experience for which the State is not normally staffed to handle.

We believe, and recommend to the subcommittee, that the uncertainty of the meaning of the law on this point should be resolved in favor of a clear provision which gives the States the option to retain private engineering firms for the Interstate Highway System when all factors considered in the State highway departments believe that such action will be in the public interest.

While we would yield to the expert knowledge of the members of the subcommittee and its staff in this area, it is respectfully suggested that the following change in the law would accomplish this purpose:

Amend section 302 of the Federal-Aid Highway Act (23 U.S.C. 301, et seq.) to read :

Any State desiring to avail itself of the provision of this Title shall have a State Highway Department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title, *provided, however, that to meet the above requirements a State may employ to the extent it deems necessary or desirable the services of engineering firms engaged in private practice.* Among other things, the organization shall include a secondary road unit. [Proposed new language is italicized.]

Mr. Chairman, we should like to emphasize that what we are dealing with here is in no way a conflict between engineers in private practice and those employed by the State highway departments. Both are a necessary and vital part of the engineering team, from which has emerged our great system of highways. The change in the law we have proposed will leave it to each State highway department to determine its own best course of action in obtaining the quality engineering services which are necessary to carry out its mission. Such an amendment will, however, hopefully eliminate the present condition in which both engineers in private practice and those in the State highway departments are subject to unwarranted criticism, doubt, and frustration in trying to carry out their respective roles in developing the Interstate Highway System which the Congress has wisely found

to be necessary for the national defense and economic well-being of our Nation.

We appreciate this opportunity to appear before you and to make these comments and recommendations. The National Society of Professional Engineers stands ready at all times to be of any possible assistance in this or other matters of interest to the subcommittee.

Mr. Chairman, I would like to submit the tables which I have attached to my statement.

(The tables are as follows:)

TABLE I.—*Preliminary engineering costs, including fees for consulting engineers and costs of State design, July 1, 1956–June 30, 1962*

State	Total consultant fees	Total preliminary engineering costs ¹	Consultant fees as percent of total preliminary engineering costs	Percent of total construction costs		
				Preliminary engineering	Construction engineering	Total preliminary engineering and construction engineering
Puerto Rico.....	\$533,286	\$533,286	100.0	2.02	10.07	12.09
Rhode Island.....	5,028,272	5,948,319	94.6	8.06	7.78	16.44
Ohio.....	12,963,875	13,768,843	94.2	(2)	(2)	(2)
Connecticut.....	11,273,650	12,267,498	91.9	11.56	3.79	15.35
Massachusetts.....	10,179,128	11,100,825	91.7	5.67	11.35	17.02
Pennsylvania.....	31,868,449	34,915,796	91.3	1.43	5.76	7.19
West Virginia.....	11,677,876	12,833,624	91.0	(2)	(2)	(2)
District of Columbia.....	7,174,663	7,922,893	90.6	6.06	3.78	9.84
New York.....	35,938,258	42,207,340	85.1	(2)	(2)	(2)
Oklahoma.....	4,358,025	5,552,827	78.5	7.59	6.02	13.61
New Jersey.....	21,814,434	28,400,970	76.8	4.83	4.01	8.84
Delaware.....	3,523,250	4,771,208	73.8	5.28	12.84	18.12
Louisiana.....	9,230,458	12,829,560	71.9	3.23	4.33	7.45
Indiana.....	19,890,171	28,152,158	70.7	4.81	4.02	8.83
Illinois.....	21,357,220	30,850,034	69.2	5.46	4.25	9.71
Florida.....	6,926,297	10,140,751	68.3	3.70	7.09	10.79
Tennessee.....	14,046,203	22,917,513	61.3	(2)	(2)	(2)
Arizona.....	4,655,056	8,143,521	57.2	6.27	13.62	19.89
Maryland.....	4,469,635	7,978,722	56.0	6.05	7.00	13.05
Hawaii.....	1,113,952	2,006,098	55.5	17.05	17.73	34.78
Iowa.....	3,501,065	6,478,500	54.0	5.72	7.33	13.05
Maine.....	2,926,251	5,542,023	52.8	4.93	7.47	12.40
Virginia.....	8,979,862	18,598,687	48.3	5.41	6.96	12.37
Wisconsin.....	5,986,974	12,390,305	48.3	4.89	5.81	10.70
Vermont.....	2,415,286	5,423,246	44.5	5.75	5.44	11.19
Kentucky.....	10,639,297	24,242,253	43.9	8.19	9.43	17.62
Utah.....	3,882,820	9,329,483	41.6	8.73	8.21	16.94
Alaska.....	3,838,341	9,579,762	40.1	(2)	(2)	(2)
Kansas.....	3,615,552	9,143,966	39.5	2.66	7.17	9.83
Colorado.....	1,722,025	4,408,041	39.1	5.73	6.26	11.99
New Mexico.....	2,789,376	7,329,561	38.1	10.04	10.48	20.52
Nebraska.....	3,675,680	10,074,140	36.5	4.11	5.08	9.19
South Dakota.....	1,095,918	3,084,970	35.5	2.13	4.54	6.67
New Hampshire.....	1,357,180	3,832,159	35.4	4.93	4.75	9.68
Alabama.....	5,147,998	16,013,331	32.1	4.51	12.82	17.33
Minnesota.....	5,279,223	17,588,510	30.0	13.21	10.92	24.13
Nevada.....	2,056,635	7,583,437	27.1	14.63	12.71	27.34
North Dakota.....	1,060,205	3,944,970	26.9	2.56	5.00	7.56
Mississippi.....	1,685,751	7,590,031	22.2	3.53	6.90	10.43
North Carolina.....	1,144,774	5,811,399	19.7	3.62	9.33	12.95
Michigan.....	3,714,659	21,290,523	17.4	4.28	6.35	10.63
Missouri.....	2,087,488	16,653,833	12.5	5.33	7.19	12.52
Washington.....	1,631,666	13,268,981	12.3	4.02	7.96	11.98
Montana.....	2,059,859	18,310,832	11.2	7.07	11.74	18.81
Georgia.....	1,480,471	17,144,492	8.6	4.12	7.70	11.82
Idaho.....	528,073	6,812,279	7.8	9.18	11.16	20.97
South Carolina.....	189,863	2,597,798	7.3	2.05	5.51	7.56
Texas.....	402,404	10,504,821	3.8	3.11	6.00	9.11
Wyoming.....	190,579	7,500,656	2.5	5.17	8.76	13.93
Oregon.....	55,080	2,951,806	1.9	4.13	7.69	11.82
Arkansas.....	202,654	11,804,107	1.7	2.84	7.16	10.01
California.....	49,299	16,064,817	.3	16.69	7.31	24.00
Total.....	324,014,366	636,735,475	50.9	5.94	6.98	12.9

¹ Does not include preliminary engineering entirely financed by the State.

² Figures not available.

TABLE II.—*Consultant engineering fees on Federal-aid highway projects awarded July 1, 1956, through June 30, 1963, January 23, 1964*

State	Consultant contracts including preparation of plans, specifications, and estimates ¹			Consultant fees for contracts not including P.S. & E.	Total consultant fees
	Consultant fee	Construction cost	Percent for engineering		
Alabama.....	\$5,942,653	\$183,582,544	3.2	\$3,388,921	\$9,331,574
Alaska.....	4,113,963	46,764,542	8.8	450,046	4,564,009
Arizona.....	5,872,204	162,340,776	3.9	675,904	6,548,108
Arkansas.....	816,955	27,477,122	2.9	769,698	1,586,653
California.....				1,844	1,844
Colorado.....	2,278,980	67,181,759	3.4	661,187	2,940,167
Connecticut.....	14,863,012	317,997,000	4.7	5,120,707	19,983,719
Delaware.....	5,465,800	140,908,250	3.9	553,700	6,019,500
Florida.....	9,408,321	278,336,851	3.4	2,500	9,410,821
Georgia.....				1,480,471	1,480,471
Hawaii.....	1,470,182	28,380,986	5.2	34,989	1,505,171
Idaho.....	1,245,704	35,940,837	3.5	312,424	1,558,128
Illinois.....	28,042,820	695,323,267	4.0	1,997,793	30,040,613
Indiana.....	25,349,902	706,773,372	3.6	1,293,824	26,643,726
Iowa.....	3,890,316	96,217,464	4.0	280,073	4,170,389
Kansas.....	5,977,622	163,015,178	3.7	544,449	6,522,071
Kentucky.....	7,479,179	209,550,333	3.6	9,244,623	16,723,802
Louisiana.....	18,258,824	532,284,000	3.4	747,784	19,006,608
Maine.....	1,620,550	39,895,642	4.1	1,868,002	3,488,552
Maryland.....	4,879,204	149,819,820	3.3	7,110,854	11,990,058
Massachusetts.....	17,148,055	367,946,282	4.7	1,576,700	18,724,755
Michigan.....	3,607,501	90,610,801	4.0	189,500	3,797,001
Minnesota.....	5,972,422	140,103,251	4.3	808,821	6,781,243
Mississippi.....	1,534,438	27,456,300	5.6	216,822	1,751,260
Missouri.....	3,463,003	154,528,757	2.2	2,402,155	5,865,158
Montana.....	2,798,359	65,610,767	4.3	954,474	3,752,833
Nebraska.....	2,899,991	74,954,206	3.9	1,263,498	4,163,489
Nevada.....	2,548,300	61,955,200	4.1	636,980	3,185,280
New Hampshire.....	1,859,271	54,253,493	3.4	300,409	2,159,680
New Jersey.....	21,928,354	518,817,931	4.2	2,513,380	24,441,734
New Mexico.....	4,032,105	113,261,111	3.6	756,118	4,788,223
New York.....	27,092,985	625,858,249	4.3	23,162,160	50,255,145
North Carolina.....	722,780	18,260,164	4.0	1,861,040	2,583,820
North Dakota.....	532,877	12,550,841	4.2	989,860	1,522,737
Ohio.....	49,376,070	1,287,899,983	3.8	2,662,762	52,038,832
Oklahoma.....	5,581,161	194,792,450	2.9	1,892,167	7,473,328
Oregon.....				112,366	112,366
Pennsylvania.....	39,130,983	1,066,194,757	3.7	6,638,169	45,769,152
Rhode Island.....	6,507,833	131,176,776	5.0	1,217,615	7,725,448
South Carolina.....				807,402	807,402
South Dakota.....	1,343,664	52,141,828	2.6	757,519	2,101,183
Tennessee.....	13,280,071	308,245,611	4.3	1,668,832	14,948,903
Texas.....	476,504	19,095,375	2.5		476,504
Utah.....	3,796,171	102,936,726	3.7	1,484,817	5,280,988
Vermont.....	2,295,683	75,518,713	3.0	119,603	2,415,286
Virginia.....	12,388,562	317,550,352	3.9	12,046,088	24,434,650
Washington.....	1,268,308	24,770,900	5.1	648,998	1,917,306
West Virginia.....	14,779,085	636,373,360	2.3	2,867,935	17,647,020
Wisconsin.....	6,670,303	168,485,455	4.0	171,800	6,842,103
Wyoming.....	7,000	200,000	3.5	334,329	341,329
District of Columbia.....	7,140,935	147,537,810	4.8	917,667	8,058,602
Puerto Rico.....	533,286	9,430,000	5.7		533,286
Total.....	407,692,251	10,740,297,102	3.8	108,519,779	516,212,030

¹ Contracts for preparation of P.S. & E., ranging from simple roadway or structural designs to more extensive contracts which included location surveys, alternate route location studies, subsurface explorations or other preliminary engineering work together with either simple or complex roadway or structural designs.

Mr. ROBBINS. Our statement supports some of the previous testimony and is directed toward the same concern which has been expressed. Our testimony goes into some detail in answering some of the questions which were posed by Senator Cooper and yourself; and also sets forth in some detail the expressions and concerns of the General Accounting Office in this area. We feel that these are unsubstantiated concerns and there is presented some of the statistical information which we believe shows that the use of consulting engineers is in the best interests of the highway program, and in the best interests of using the taxpayers' dollar. The tables which I submitted have been

supplied to us by the Bureau of Public Roads, indicating tabulations for the years 1956 through 1962 of various fees and charges for the engineering work on the Federal highway program.

We suggest an amendment, somewhat similar to the previous witness, a little different wording, which we leave to the good judgment of the staff of the committee and the committee itself as to how best to incorporate into the legislation to accomplish this objective.

We have stipulated in our testimony in several places some of the commentaries of State highway departments and the Bureau of Public Roads, commenting on this concern. We would hope that our testimony would indicate for the benefit of the readers of the record of these hearings that a real concern is justified here on the use of the taxpayers' dollar in getting the best public roads system this Nation deserves. We would hope that our testimony would contribute to your better understanding of this problem.

If I can answer any questions, I will be happy to do so, and we appreciate this opportunity to present this testimony.

Senator HARRIS. Thank you very much, Mr. Robbins. I was just looking here, and you were speaking about table 1 which is appended to your testimony. I am sure it would take a good deal more study by somebody, but it is rather confusing to me at first. Just taking some figures here. I notice, well, take New Jersey, down there, shows 76.8 percent consultant fees as a percentage of the total preliminary engineering costs, and its total percentage of total construction costs, 8.84.

Look down to Nevada. Their consultants fees as percentage of total preliminary engineering costs are 27.1, and then the total engineering as a percentage of total construction costs, 27.34.

Say, down to South Carolina, 73 percent in the first column I have been mentioning, 7.56 in the second column I have been mentioning. And down to California, where they apparently do most of this preliminary engineering in-house, where it is only 0.3 or three-tenths of 1 percent, consultants fees as percentage of total preliminary engineering costs, whereas over in the far right hand corner, the percentage of total construction costs of engineering is 24 percent.

Can you make any rhyme or reason out of those various percentages in relation to each other?

Mr. ROBBINS. Well, as I am sure is obvious to all of us, there is a great variation in these costs, particularly in the total costs as you see on the extreme right column.

Generally, it would be indicated that there is no correlation particularly; except that it would be indicated, as we have shown in our testimony, that where there has been an exact tabulation, that generally the consulting engineer's costs have run considerably less than the total costs of the engineering work.

Senator MURPHY. Mr. Chairman?

Senator HARRIS. Senator Murphy?

Senator MURPHY. I would think if it would be possible to get those figures, or examples of those figures of exact tabulation of cases, that it would be helpful to the committee.

Mr. ROBBINS. As Mr. Crawford just said, one of the great difficulties we have is getting any figures on Government costs. We have no access to those.

Senator MURPHY. We have the same problem, and I am just as concerned about the taxpayer's dollar as you are.

I am glad to hear you point that out, having been one for some years.

Mr. ROBBINS. Aren't we all?

Senator HARRIS. Senator Cooper?

Senator COOPER. No questions.

Senator HARRIS. I don't have any further questions, except to say again that this is a matter of concern to this committee, it is to me personally and I share your view in addition, perhaps, to consider some action at this stage, along the lines suggested in the earlier testimony, we will need, I think, in the future, a little better reporting on some of these figures and their meaning, if we are to do our job properly in this subcommittee and in the Congress.

Thank you very much, Mr. Robbins, for your testimony.

I will place in the record at this point a statement of Thomas L. Collins, president of the Legislative Council for Photogrammetry.

(The statement is as follows:)

STATEMENT OF THOMAS L. COLLINS, PRESIDENT OF THE LEGISLATIVE COUNCIL FOR
PHOTOGRAMMETRY

I am Thomas Collins, President of the Legislative Council for Photogrammetry. Our organization represents private photogrammetric mapping firms who are working together in an effort to eliminate further expansion of government-type services which can be obtained from the private sector of our economy.

In their testimony before this committee, the Consulting Engineers Council recommended amending Chapter 3, Title 23, of the Federal Aid Highway Act to advocate the use of private firms for the engineering work required with the Federal Highway Program. Our Association strongly supports this amendment and recommends to this committee that it be adopted.

The position that the GAO has taken in its interpretation of this section of the Law is, in effect, fostering a buildup of personnel and equipment within the state highway organizations. These employees are performing productive activities which can readily be provided by the private sector of our economy whom, we feel, can perform the work and services as efficiently and more economically than the government agency. This position is contrary to that of the stated policy of this Administration as indicated in the Bureau of the Budget Circular No. A-76 which states, in part, that it is the government's general policy to rely upon the private enterprise system to supply its needs.

In States where build up of personnel and equipment has already taken place, in line with the GAO policy, the activities of these agencies have been expanded beyond the highway engineering needs. Work and services are provided to other departments within the state governments and to local governments within the states.

Unfortunately, this is the inevitable situation which occurs when a commercial type activity is established at any level of government. To continue its activities and justify its existence, the agency involved seeks new areas to employ its personnel and equipment and competes directly with private firms.

Prior to the Federal Highway Act of 1956, only a few state highway agencies maintained personnel and equipment to perform photogrammetric mapping. Today, over 50 percent of the state highway departments perform these services with state employees and state-owned equipment. During this time, private firms were capable and willing to provide these services, however, the bureaucratic tendency of many of the states' highway departments, supported by the decisions of the GAO, resulted in substantially decreasing the role of private mapping firms in the Federal Highway Program.

We feel that, if this tendency to inhibit free enterprise is not checked, the entire national economy will be adversely effected.

Senator HARRIS. The subcommittee is recessed until 10 a.m. tomorrow morning.

(Whereupon, at 12:10 p.m., the subcommittee recessed, to reconvene at 10 a.m., Wednesday, May 18, 1966.)

FEDERAL-AID HIGHWAY ACT OF 1966

WEDNESDAY, MAY 18, 1966

UNITED STATES SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 4200, Senate Office Building, Senator Jennings Randolph (chairman of the committee) presiding.

Present: Senators Randolph, Muskie, Moss, Montoya, and Murphy.
Also present: Richard B. Royce, professional staff member.

The CHAIRMAN. Our hearing will begin.

Before I call our first witness, Senator Jordan of Idaho, I will place in the record a number of statements and communications from some of our distinguished colleagues. I have received the following statements which I will place in the record at this point: Senator Wayne Morse, Senator Clinton P. Anderson, Senator Lee Metcalf, and Senator Mike Monroney.

(The statements are as follows:)

STATEMENT OF HON. WAYNE MORSE, A U.S. SENATOR FROM THE
STATE OF OREGON

Chairman Randolph and members of the subcommittee, I appreciate this opportunity to speak about needs for access roads for the national forests and for the managed public lands.

First, I want to congratulate this Subcommittee on its swift action in developing the Northwest Disaster Relief Act of 1965. The State Highway Departments, the Bureau of Public Roads, County Road Departments, timber operators, and the Forest Service ably responded to the emergency. With funds made available by the Act, they were able to take prompt action in restoring highways and access roads to operating condition. Some additional work remains to be done but the timber industry has been able to keep mills running.

Oregon's lumber industry and its citizens are grateful to this Subcommittee and the Congress. The flood disasters in the West have made us all more aware of the importance of our lumber industry. The floods led to temporary loss of employment in many areas. If relief had not been given speedily, many Pacific Northwest areas would have suffered serious economic consequences.

In the West, publically-owned timber is of primary importance to our industries. Almost two-thirds of the available live sawtimber is in national forest or other public ownership. It is important that this timber be opened up by access roads. Most of the needed roads are in rugged mountain country. In many of these areas it is impractical to build access roads through timber sale contracts.

In addition to timber, other resources of the public lands are becoming increasingly important. In recreation, people in great numbers are enjoying forest-type recreation on public lands. The recreationists come from all states in the Nation. It is very important that roads built primarily for logging be improved to make them safe for public travel. New roads should be built for multiple-use purposes, not for timber alone.

FOREST SERVICE ROADS

In order to keep timber moving to the mills the public agencies are forced to build more roads through timber sale areas than are desirable. This is evident from the record of the Forest Service in Region 6 which includes Oregon and Washington. Here, in fiscal year 1965, 2,179 miles were constructed by timber purchasers and only 315 miles directly by the Government. The value of these purchaser constructed roads was estimated to be \$36,300,000, whereas the cost of Government-constructed roads was \$12,273,504. It should be noted that the Government pays for the purchaser-constructed roads with Government timber. The Government pays the cost whether these roads are built directly by the Government or by the timber purchasers.

Roads have a direct and controlling influence on management, protection, utilization and development of public forest lands. In timber sale management, timber should be sold with a view to improving silviculture and yielding the greatest monetary return to the Government. Timber is a long-range crop and must be protected from fire, insects, and disease. Roads are needed to salvage timber killed by windstorm, fire, insects and disease before the wood deteriorates.

It is my opinion that progress being made in opening up our public forest lands is too slow. Many values are being wasted. Unwise decisions are being made of necessity to keep mills running. Roads should be built to multiple-use standards, including recreational uses. It is my opinion that the authorizations contained in Section 5(2) and 5(4) of S. 3155 for forest development roads and trails should be increased substantially in order to meet adequately the needs for development of these lands. I suggest that these sections be amended to read as follows:

"Sec. 5. (2) For forest highways on the Federal-aid highway systems, out of the highway trust fund, \$67,000,000 for the fiscal year ending June 30, 1968, and \$67,000,000 for the fiscal year ending June 30, 1969."

"Sec. 5. (4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968 and \$170,000,000 for the fiscal year ending June 30, 1969."

BUREAU OF LAND MANAGEMENT ROADS

The bureau of Land Management is responsible for the multiple-use management of 176 million acres of public land in the 11 Western States and 288 million acres in Alaska. Public Law 88-607 (78 Stat. 986) authorizes classification for disposal of some of this land and the cooperative management of other areas. This same law authorizes classification for ultimate retention of a great portion of this federally owned land.

The present transportation system available to manage this retained land consists of some 50,000 miles of road of which at least 90 percent is inadequate and must be reconstructed. The BLM also has 3,600 miles of trail. It is estimated that a road system adequate to support and manage the land requires 120,000 miles of roads and 8,000 miles of trails. These roads will vary in construction standard from single track truck trails for fire control and grazing administration to occasional double-lane gravelled roads needed for combined timber hauling and public recreational demands.

Of the total 464 million acres of public land, 157 million acres are forest lands. Of this amount approximately 44 million acres are classified as commercial forest land with the remaining 307 million acres classified as range and watershed.

An adequate road and trail system is essential to the proper management of these lands. Some of the land is presently accessible by primitive roads, many of which are seasonal and unsafe for public use.

Major programs requiring new and improved access are:

1. *Protection.*—Access would reduce depredation of resources. Allow for early attack on fires.

2. *Soil and watershed projects.*—Present lack of Access has caused deferment of some critical projects and in many cases has caused exceptionally high bids.

3. *Range management.*—Access enhances administration of grazing use and is essential in prevention of overgrazing and damage to the resource. Management and rehabilitation of the grazing lands will be improved.

4. *Forest management.*—Lack of access roads prevents the offering of calculated allowable cut, overmature and bug infested timber. This timber production is necessary for the economic wellbeing of the local or State economy.

5. *Recreation.*—Recreation needs continue to increase. Lack of access prevents the public from using these lands for hunting, fishing, rock hunting and other recreational uses.

The requested rate of fund increase is based on an analysis of need and capability of developing an orderly road construction program. The Bureau of Land Management has already developed a comprehensive transportation plan. This plan consists of an inventory of existing roads and an estimate of planned transportation facilities necessary for the development, protection, administration and utilization of lands and resources within the public lands.

In coordination with State and county agencies, the transportation plan has been submitted to the Bureau of Public Roads for review. This prevents duplication of systems by various agencies.

The BLM's road system is planned to connect its varied resources to an established road system. An "established road system" is one approved by a State or Federal Agency. Bureau roads are designed to serve the resource and are not constructed for the purpose of connecting communities as are county and State highway systems.

I recommend fiscal years 1968 and 1969 programs of \$4 million and \$6 million to assure proper plans, completed survey and design and initiation of construction in these years. The need for roads is great and I believe this Bureau has the additional technical capability to increase the program to the amounts I recommend. The Bureau of Land Management thus will achieve the most efficient use of the funds received and its road program will grow in harmony with its resource management obligations.

Specifically, it is my suggestion that section 5(5) of S. 3155 be amended to read as follows:

Sec. 5. (5) For public lands development roads and trails, \$4,000,000 for the fiscal year ending June 30, 1968 and \$6,000,000 for the fiscal year ending June 30, 1969.

In conclusion, I wish to express to Chairman Randolph, to the members of the Public Roads Subcommittee and to all members of the Senate Public Works Committee my deep appreciation for the fine cooperation over many years in providing access road authorizations that enable us to make real progress in the direction of wise management and utilization of our Federal forests. This expression of appreciation reflects not only my views but the sentiments of the people of Oregon.

U.S. SENATE,
Washington, D.C., May 11, 1966.

HON. JENNINGS RANDOLPH,

Chairman, Subcommittee on Public Roads of the Senate Public Works Committee.

DEAR JENNINGS: I am writing this letter in connection with S. 3155, the bill to authorize funds for Federal aid to highway construction for fiscal years 1968 and 1969.

As you know, we are doing everything possible to try to develop the economy of the Navajo Indians. One of the most critical needs is a good transportation system. Lack of roads is adversely affecting our whole program. I am writing this letter to request that the committee consider including in the bill funds for construction of a road from Crystal, New Mexico on the Navajo Reservation to Sheep Springs which is a distance of approximately 20 miles. This connects with the new road being built from Crystal to Navajo.

Navajo, New Mexico is a newly established village which is the site of the Navajo Forest Products Industry. It is 42 miles northwest of Gallup, New Mexico and within a few miles of the State of Arizona. The Bureau is constructing a paved road from Navajo to Crystal, which is seven miles north and east from Navajo.

The Management Board of NFPI and the chairman of the Navajo Tribal Council have requested that the Bureau extend the improvement from Crystal northeasterly through Washington Pass to Route U.S. 666 at Sheep Springs. The section from Crystal to Sheep Springs would cost \$2 million to improve it to State highway standards.

It has been pointed out that this road would enhance NFPI and the village of Navajo by furnishing direct access between Navajo and points to the north and east. This would improve transportation for the marketing of forest products in the Shiprock and Farmington areas and also in the cities of Colorado. The road would also furnish a needed facility for the travel of people between Navajo and the populated Indian land to the northeast. In addition, the road would furnish access to the abundant recreational sites along the crest of the beautiful Chuska Mountains.

The Department agrees that the road from Crystal to Sheep Springs is well justified but it has not been able to advance the programming of this project earlier than the 1971 fiscal year because of other project commitments which have been made, and because of the limitations of the prospective authorizations for fiscal years 1968 and 1969.

By letter Mr. T. B. White, Chief Highway Engineer for the State of New Mexico advised me and also advised the Bureau of Indian Affairs Branch of Roads that the State of New Mexico will assume maintenance of the road if it is constructed. I enclose copies of those letters and also copy of a letter the chairman of the New Mexico Highway Commission sent me.

I urge your committee to give favorable consideration to including \$2 million in the authorization bill for this construction.

Sincerely yours,

CLINTON P. ANDERSON.

NEW MEXICO STATE HIGHWAY COMMISSION,
Santa Fe, N. Mex., April 26, 1966.

HON. CLINTON P. ANDERSON,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR ANDERSON: In reply to your letter of April 22 concerning the Sheep Springs-Crystal road, I am pleased to tell you that this department will assume the maintenance of the road from Sheep Springs on U.S. 666 north of Gallup westerly to Crystal, New Mexico, if it is constructed with funds from the Bureau of Indian Affairs.

When I can be of further assistance, do not hesitate to contact me.

Very truly yours,

T. B. WHITE,
Chief Highway Engineer.

NEW MEXICO STATE HIGHWAY COMMISSION,
Santa Fe, N. Mex., April 6, 1966.

MR. ROBERT J. TRIER,
*Chief, Branch of Roads,
Academy of Science Building, Washington, D.C.*

DEAR MR. TRIER: I am pleased to tell you that this department will assume the maintenance of the road from Sheep Springs on U.S. 666 north of Gallup westerly to Crystal, New Mexico, if it is constructed with funds from the Bureau of Indian Affairs.

Very truly yours,

T. B. WHITE,
Chief Highway Engineer.

NEW MEXICO STATE HIGHWAY COMMISSION,
Roswell, N. Mex., April 29, 1966.

HON. CLINTON P. ANDERSON,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR ANDERSON: Reference is made to your letter of April 4, 1966 regarding the road from Crystal to Sheep Springs on the Navajo Reservation.

I am pleased to tell you that this matter was discussed by the Commission yesterday, and it was agreed that the State Highway Department would maintain the road from Sheep Springs on U.S. 666 north of Gallup westerly to Crystal, New Mexico, if it is constructed with funds from the Bureau of Indian Affairs.

Sincerely yours,

JOHN F. SUDDERTH,
Chairman, State Highway Commission.

U.S. SENATE.
Washington, D.C., May 23, 1966.

HON. JENNINGS RANDOLPH,
*Chairman, Subcommittee on Public Roads, Senate Committee on Public Works,
Washington, D.C.*

DEAR JENNINGS: On behalf of Senator Mansfield and myself, I want to present some facts and recommendations regarding authorizations for roads and highways on Federal lands, as proposed in S. 3155.

We in Montana have a big stake in this bill. We have approximately one quarter of our land in Federal ownership with 8,916,100 acres of public lands, 16,685,000 acres of national forests, and 128,000 acres of Indian reservation. Historically, the framers of the Federal-Aid Highway Act have taken this into consideration in formulas presented for allotting funds to the States. However, it is my opinion that provisions for forest highways and forest development roads have not been adequate in recent years.

Forest highway authorizations have remained stable for many years at \$33 million. Actually they have decreased since the value of the highway dollar is decreasing at the rate of 2 percent per year. At the present level of financing, it will require over a hundred years to complete the system. Failure to provide adequate financing for forest highways are impeding the highway program in States with large national forest acreage. In Montana, for instance, one acre in six is in national forest ownership. I recommend that the authorization for forest highways be raised to \$60 million for Fiscal Years 1968 and 1969.

Forest development roads and trails have likewise suffered from inadequate financing. In Montana, vast areas in the national forests have not been opened up by access roads. This has had a serious impact on the growth of our timber industries. There is also a threat to the stability of existing timber industries if access roads are not provided. Many of these industries are small in size and are unable to finance road construction, which is very costly and of high risk in the rugged mountain areas where most of our national forest timber is located.

The timber industry in Montana is an important part of its economy. It is largely dependent on national forest timber. Last year, national forest timber cut exceeded \$6 million in value. Timber purchasers built roads valued at \$5 million. If these roads had been built in advance by the Government, the returns to the Treasury would have been increased by the cost of purchase road construction. They would also be increased by higher bids due to lesser risk and more competition.

Some years ago, many of us in Congress, with an interest in fully developing our national forests, prevailed on the Eisenhower Administration to present a program for action. The late Sen. James E. Murray of Montana was one of the leaders in this effort. Later, in 1961, this program was revised and a short-range, 10-year program was presented to the Congress by President Kennedy. This program contained provisions for access road construction as well as for other needed forestry operations—timber sale preparation, recreational development, and range improvement were also included. The rest of this program has proceeded substantially on schedule but access roads have lagged.

I have been advised that the accumulated authorization for construction through Fiscal Year 1967 is only about 60 percent of the planned amount. The results are an imbalance. It is my opinion that we are building up problems in the future unless the road and trail authorizations are increased and kept in balance with the remainder of the program.

I understand that this total lag in road and trail appropriations is in the neighborhood of \$168 million. I note that the authorization proposed in S. 3155, Subsection 5(4) is \$85 million for the year ending June 30, 1968 and \$110 million for the year ending June 30, 1969. Such a level of authorization will increase the discrepancy between planned and actual programs. I recommend that we proceed to catch up rather than lag further. Many informed people have recommended doubling the existing obligation. I believe that a planned raise each year would be more reasonable. As a start I suggest an authorization of \$110 million for Fiscal Year 1968 and \$135 million for Fiscal Year 1969. This would raise the authorization at the rate of \$25 million a year.

Public land highways on the Federal aid highway system are now authorized at the \$7 million a year level, and this level is proposed for Fiscal 1968 and 1969. The requests for the states are nine times greater this year than the amount authorized. This does not mean that an authorization to cover the \$63 million in applications can be justified, but is rather an indication of the desire of the states to participate in this Section 5(3) program. I suggest that the subcommittee consider doubling the authorization, to \$14 million.

It is my hope that your subcommittee will also increase the authorization for public land development roads and trails. The Administration proposal, in Section 5(5), is for \$2 million in Fiscal 1968 and \$3 million for Fiscal 1969. These public land development roads and trails provide access to resources, such as timber, recreation and grazing, from the public highway system. It is my

recommendation that this authorization be increased to \$4 million in Fiscal 1968 and \$8 million for Fiscal 1969.

I would like to include for your hearing record two communications which indicate the value of the Forest Service and public land highway road programs to Montana, and the local support for them. One letter is from the Absaroka-Beartooth Area Development Association, formed to replace the Boulder River Road Association, and representing road development organizations in Big Timber, Gardiner, Red Lodge, Absarokee and Columbus. The other is from Chief Edward P. Cliff of the Forest Service, who points up the importance of the Sunlight Road, from within Wyoming to the Montana border at Cooke City, to the state of Montana.

Very truly yours,

LEE METCALF.

ABSAROKA-BEARTOOTH AREA DEVELOPMENT ASSOCIATION,
Big Timber, Mont., May 10, 1965.

HON. LEE METCALF,
U.S. Senate,
Washington, D.C.

DEAR SENATOR METCALF: Thank you for your letter of 6 May 1965, with enclosure, to Mr. Arne M. Petaja, regarding the proposed highway along the Boulder River between Big Timber and Cooke City, Montana.

The above named association has been formed to replace the former Boulder River Road Association. It was the opinion of our membership that we should broaden our activity to include the whole Absaroka-Beartooth area for the mutual benefit of all communities included in the area. We are in the process of coordinating our efforts with the towns of Livingston, Gardiner, Red Lodge, Absarokee and Columbus so that development of this area can be of definite benefit to all of our neighboring towns. The purpose of our Association is to look at the development of this area as it refers to recreation, lumber, wildlife, minerals, and various other aspects. Main efforts at present area being focused on an all weather road from Big Timber to Cooke City, Montana.

Why do we seek development? When we glance at a few statistics this becomes evident. The population of Sweet Grass County in 1940 was 3,719. In 1960 it was 3,290. To quote the Montana Counties Manpower Guidebook of 1962,

"As of 1960, three out of every ten employees were women. The number of men at work was curtailed by about 30%, while jobs filled by women gained one-fifth. Decreased labor needs in agriculture provided three-fourths of the job closings. Employment gains were negligible".

During the period of 1930-1950 while the average state farm population dropped 22.3%, ours in Sweet Grass County dropped 38.7%. From 1950 to 1960 our employment force dropped 19%. We must say, though, unemployment has been low, 4.7% in 1960.

Presently, and for the past decade or more we have just been coasting. As you realize, one can only coast one way and that is downhill. We need something to help us start uphill again. We can have a future full of potential and growth. We have something to offer in the areas of recreation alone which if expanded upon could be enjoyed by tourists from Montana to Maine. Our local Lions Club sponsored a tourist information booth for the first time last summer at Big Timber. Some 10,000 tourists came in contact with it.

Sometime around 1970 Interstate Highway 90 will bypass Big Timber as it has so many other small towns in Montana. Travel has made this a necessity and we have accepted this fact. We feel that we have been fortunate, though, in being given 5 years to decide and plan for the future of our area and town before being by-passed. An all weather road to Cooke City, as we have mentioned, could be our life line. It would not only serve the public need for added recreation but would be the beginning of further development and growth, not only for Big Timber but for our neighbors as well.

The officers of our organization recently were in conference with Mr. Allen Lamb, District Supervisor of the Gallatin National Forest. Mr. Lamb was very receptive to our objectives but he pointed out that the Forest Service had very limited funds for improvement of the Boulder Road under his present budget. They have plans currently to improve approximately 11 miles of the present

road but foresee no further new construction or rebuilding in the foreseeable future unless additional funds are forthcoming.

Our representatives met with the Governor's Committee on Outdoor Recreation in Helena on the 23rd of April. They seemed very receptive to our proposal and consented to put us on the agenda for their next meeting which will probably be held the latter part of June or in July. We are also scheduled to meet with the State Rural Areas Development Committee during this month (May). We have also been in contact with the Montana Highway Commission but, other than their recommendation of this route as a scenic road, they apparently are in no position to give us any help until federal recreational funds are available.

We certainly appreciate the interest you have shown in the promotion of our project! May we look forward to your keeping us advised of any further developments in this matter of scenic roads and parkways and possible availability of funds for such construction?

Very truly yours,

ARNE M. PETAJA, *President.*

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., March 23, 1966.

HON. LEE METCALF,
U.S. Senate.

DEAR SENATOR METCALF: Your letter of March 17, 1966, to Mr. Byrne inquired about two roads. One was the Sunlight Road in Wyoming, and the other was the road from Montana Secondary 298 to Box Canyon.

The Wyoming Highway Commission has advocated that the Sunlight Road be financed from Public Land Highway funds. These funds are administered by the Bureau of Public Roads. We believe that this is probably the best source of funding for this road.

The Sunlight Road will be of great importance to Montana. The State of Wyoming will not participate in the maintenance and reconstruction of the Red Lodge-Cooke City road until it is connected to the State Highway System of Wyoming. The proposed road would do this. This agreement with the State of Wyoming is mentioned in the attachment to Mayor Fraser's letter to you.

The second road, the one mentioned by Mr. Arne Petaja is on the Forest Service road system. Route studies have been in progress during the past year. The State of Montana, and the Forest Service have both nominated this route for consideration in the program for the construction of Scenic Highways.

We are asking Regional Forester Rahm in Missoula, Montana, to advise you of any recent action on this route.

We are returning Mayor Fraser's letter of February 16, 1966, and Mr. Petaja's letter of February 20, 1966, as you requested.

Sincerely yours,

EDWARD P. CLIFF, *Chief.*

U.S. SENATE,
Washington, D.C., May 2, 1966.

HON. JENNINGS RANDOLPH,
Public Works Committee,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: In the State of Oklahoma, as in many public lands states, we have large areas in Government ownership. It has been traditional that Federal aid be given in financing highways and development roads for these lands. We have, for many years, paid for Public Land Highways and Forest Highways out of the general funds. The Federal-aid Highway Act of 1966 (S. 3155, Section 5, Paragraphs 2 and 3) proposed that these highways be paid out of the highway trust fund. I believe that this proposal is unsound in view of the deficiency now existing in the trust fund for financing the Federal-aid Program of interstate, primary, and secondary highways. I am also of the opinion that this proposal fails to recognize that funds authorized in the past for public lands highways are payment in lieu of taxes which would be available to the State if these lands were in private ownership. Another very real consideration is that if special funds are not provided by the Federal Government, many highways needed to develop the resources of public lands and National Forests would not be built.

The Talimena Scenic Drive is an example of a public lands highway that is now being built with public lands highway funds. This highway runs through the Ouachita National Forest. When completed it will be a beautiful scenic highway available for enjoyment of the American people. The highway is located in Oklahoma and Arkansas. Being in two states with differing public pressure for highway funds, it would probably have never been built if this Federal financing was not available.

I am opposed to financing either public lands highways or forest highways from the highway trust fund. I am also opposed to limiting these funds to highways in the Federal-aid system. There are many needed roads across Government land that are not on the system. It has been claimed by proponents of this bill that these highways can be added to the system. It has been my experience that this is easier said than done.

I am also concerned by the failure of this bill to provide sufficient authorization for Forest Development Roads and Trails to carry out the goals of the Development Program for the National Forest submitted to Congress by President Kennedy in 1962. The amount specified in Section 5, Subsection 4, is only \$85 million for Fiscal year 1968, and \$110 million for Fiscal year 1969. We are already behind the planned program by almost \$170 million.

In view of the present financial situation, I do not ask for full authorization to catch up with this program. I do strongly recommend that this authorization be increased to \$130 million for Fiscal year 1968, and \$150 million for Fiscal year 1969.

We must hasten the time when our undeveloped forest resources can be made available to the American people.

I enclose statistics on the forest roads in Oklahoma.

Sincerely,

MIKE MONRONEY.

STATISTICS, OKLAHOMA

OUACHITA NATIONAL FOREST

Gross Area Within Forest Boundary, 459,000 acres; Net Area Government Ownership, 271,000 acres.

TALIMENA SCENIC DRIVE, PUBLIC LANDS HIGHWAY

In Oklahoma, the highway runs from Forest Highway No. 7 to Arkansas State line. About 30 miles in Oklahoma and 14 miles in Arkansas are involved. In Oklahoma, 4 projects have been let to date totalling \$3,020,000. To finish the Oklahoma section, \$700,000 is needed to complete the last 8.5 miles and \$355,000 or pave the entire road.

In Arkansas, three projects totalling \$1,260,000 are underway. The State needs \$500,000 to complete paving.

Forest Highways (Oklahoma): 117.8 miles.

FOREST DEVELOPMENT ROAD AND TRAIL—OKLAHOMA

Planned amounts

Fiscal year	Construction	Maintenance
1963.....	\$15,435	\$45,237
1964.....	36,846	37,814
1965.....	51,625	39,445
1966.....	42,715	53,785
1967.....	48,600	54,100
Total.....	195,221	230,381

Forest development system

	Miles
Existing.....	233
Nonexisting.....	390
Total.....	623

The CHAIRMAN. And now our first witness.

Senator Jordan, do you desire to just start by yourself, or to have the Governor sit with you?

Senator JORDAN. I would like to invite the Governor up here with me.

The CHAIRMAN. Yes; Governor Smylie, the Senator would like for you to sit by his side during his presentation.

Members of the subcommittee are gratified to have the testimony at this time of a valued member of the U.S. Senate.

Len Jordan is a former Governor of the State of Idaho, and today appearing, following the statement of our colleague, will be the Governor of Idaho and others, who will give helpful testimony, and the subcommittee will find it fruitful to counsel with the witnesses.

STATEMENT OF HON. LEN JORDAN, A U.S. SENATOR FROM THE STATE OF IDAHO

Senator JORDAN. Thank you, Mr. Chairman, members of the subcommittee. I regard it as a real privilege to be here this morning to testify before this subcommittee. You have been very kind to me in the years that have gone by, and it is a real pleasure to come here.

We do have, Mr. Chairman, several witnesses from Idaho today. It is not my intention to usurp too much of the time of the subcommittee. I will make my statement brief; because I am here all the time, I have a wealth of information on the subject, and I will be glad to be available for any additional information the committee may need, but I am so eager for these witnesses who have come a long way, clear from Idaho, to have a full chance to express their testimony, that I shall be as brief as possible in my opening statement.

I welcome this opportunity to appear before this committee to express my views on S. 3155, the Federal Aid Highway Act, and to discuss my amendment No. 508 to that bill.

This amendment would increase the proposed authorizations for forest roads and trails from \$85 to \$170 million in fiscal year 1968 and from \$110 to \$170 million in fiscal year 1969.

The Federal Government is the largest single landlord in my State. Sixty-four percent of Idaho is federally owned and more than half of that ownership is in forest. State and privately owned forest lands have met or are meeting the responsibility of providing adequate access roads in order to implement sound conservation practices. The Federal Government has not met its responsibility. The result is waste and devastation of resources we cannot afford to lose.

My amendment would accelerate the building of multipurpose access roads on Federal forest lands in an effort to close the gap and stop the waste. The Federal landlord is way behind. Funds requested by this amendment will be an investment in sound conservation that is long overdue.

The members of your committee are in a sense the board of directors for the policies and management programs for some of our highly important federally owned natural resources. As such you are interested not only in protecting and making available through wise use such resources, but in evaluating and reviewing such uses and production in its relation to our total economy.

We expect the Federal Government to operate its land and protect its resources as prudent land operators and the State governments are doing. The matters I wish to discuss have national importance, but many of the examples I have are related to my own State of Idaho.

An adequate transportation system is the key to full multipurpose and balanced use and management of our national forests. There are three principal types of forest roads, forest highways, public land highways, on Federal aid systems and forest development roads and trails. The importance of forest highways and public land highways on Federal aid systems cannot be too highly emphasized. However, my amendment and specific remarks pertain to development of forest roads and trails.

The construction of high standard, federally financed multipurpose conservation roads will provide the means to keep pace with the increasing demand and needs for new recreation sites, forest products, livestock hauling, recovery and transportation of ores and minerals and improved management of soil, watershed, and timber stands.

We are aware of the increased pressures on our forests for these uses and we now have an opportunity to take positive action to keep up with the demands.

We can save millions of board feet of timber that will otherwise go to waste and in so doing will threaten other parts of our forests with bug and insect infestations along with increased fire hazards.

Our forest soils and watershed management programs are so important to those of us in the West that we need to do everything possible to protect and preserve them.

The minerals that now lie hidden in our forest lands may be needed badly for our defense, space, and industrial programs. A good road system will assist in prospecting, exploration, recovery, and transportation of minerals and for ores from processing.

Our cattle and sheep can be trucked from the home ranches to the forest summer ranges and then hauled out to market or back to the ranch more efficiently, economically, quickly and more safely than in trailing them along the roads and trails.

Hunters and fishermen can also better utilize and enjoy outdoor activities when there are good forest roads. Many of our campsites and picnic areas as well as scenic spots on forest lands are now over-used because other potential recreation sites are not accessible for lack of roads.

Idaho has 20,325,000 acres of national forest lands within its borders and is only second to the great State of Alaska for Forest Service land acreage. About 64 percent of our State is federally owned. We need development on these lands rather than more Federal acquisition. Under the Land and Water Conservation Fund Act, allocation to the Forest Service from the fund may be used only for acquisition and not for development. I had hope that some of these funds could be used to complement recreation in this mainline conservation forest road program.

Under the acts of 1908 and 1911, as amended, a payment amounting to 25 percent of gross receipts from national forests is made at the end of each fiscal year to the State in which such forest is located.

These net payments are then expended to benefit public schools and roads in the respective counties involved as determined by the State legislature.

After deductions were made for slash disposal and other lawful uses, the average share of gross timber revenues in Idaho counties in 1958 was 20.5 percent and was reduced to 15 percent of total forest revenues in 1962. In one Idaho sale where the timber sold for \$6 per thousand board feet, the deductions amounted to \$4 and the county only received 50 cents per thousand board feet. These matters are important to counties which have large acreages of national forest. Some of our Idaho counties are 80 percent national forest.

Without an adequate road system the result is that close-in blocks of timber are harvested first, thus rendering the far out blocks economically infeasible. Proper and adequate road development would make possible a blending of long- and short-haul harvestings so that all areas can be managed with a uniform feasibility that would increase the allowable cut with the economic advantages incident thereto.

Moreover, such a road system would permit the harvesting of diseased and overmature or blowdown timber which could be replaced by young, healthy, growing stands which would further increase our allowable cut. The Federal Government, the county, and the State, would gain if a sound conservation road system were constructed and it would be a good investment for all concerned.

We all want to make good investments for our Government and we want to protect and use wisely the resources that are vital to our economy. We do not want to penalize our counties and States by failing to make these roads investments.

Unfortunately, the failure to build Federal high-standard roads does penalize all of us. On our nearly 7 million acres of national forest lands in region 1 north of the Salmon River in northern Idaho, the 25-percent fund in 1962 paid an average of 9.1 cents per acre and contributions in kind paid 12.1 cents per acre or a total of 21.2 cents per acre. The estimated tax on comparable land was 46.6 cents per acre and the estimated loss 25.4 cents per acre of \$1,778,000 a year.

"Contributions in kind" are certain fire control and road costs and that States or counties would need to incur in the absence of Federal outlay for such purposes.

In region 4 in southern Idaho on 13¼ million acres, the 25-percent payment was 3.3 cents per acre and contributions in kind paid 7.6 cents per acre or a total of 10.9 cents per acre. On comparable land the estimated tax was 15.8 cents per acre for an estimated loss of 4.9 cents per acre of about \$649,000 a year.

The essence of this comparison is that under private ownership the national forest lands in Idaho would have paid about \$2.5 million more annually in taxes than was paid under the 25-percent sharing formula now in operation.

This does not mean, Mr. Chairman, that I would recommend private ownership of Federal forest lands, but I do insist that the Federal landlord is not meeting its responsibility either conservationwise or as a taxpayer.

The waste in our forests each year is staggering. The North Idaho Forestry Association has informed me that the total annual mortality

of trees in the northern Rocky Mountain region is estimated at 2.8 billion board feet. Because only a small amount of the dead timber can be salvaged economically this mortality represents the loss of enough lumber to build 280,000 5-room frame houses annually. The value of the lost stumpage alone is conservatively estimated at \$10 million a year.

The firewarden of the Clearwater and Potlatch Timber Protective Association in Idaho has written me that in his district there are more trees there going to rot and being devoured by insects than all of the mills of the area could use.

In addition he conducted a survey of the cutting capacity of mills in just five Idaho counties showing that in 1 year production was 247,612 million board feet below capacity, meaning that the mills were working at only 60 percent of capacity. Such waste could be considerably reduced by the development of a high-standard road system which would make it possible to reach presently inaccessible timber. The increased allowable cut and consequential increased revenues would make county tax reductions possible and the roads would pay for themselves by the increased revenues.

In 1956, a joint congressional study of timber sale policies recommended that Federal construction of mainline access roads built to permanent standards on approved networks should be built to all Federal commercial areas. In 1962, President Kennedy submitted a "development program for the national forests" to Congress. The short-range 10-year program he asked for requested construction of 79,400 miles of multipurpose roads and again 8,000 miles of trails at a cost of \$1.2 billion. The road program inclusive from 1963 to fiscal 1967 now lags behind the planned program by \$169 million. Also, we must allow for the inflation which has occurred in this period and has reduced substantially the increased purchasing power that would otherwise have been available.

The practice of allowing timber purchasers credit on timber sales for the construction of timber harvest roads has not been entirely satisfactory and with the increased costs and requirements for high-standard roads it becomes less satisfactory each year.

In many instances these roads have been built for a single purpose—to harvest the timber in a single-sale contract. Too often the road is substandard and not built in the proper place for full multipurpose conservation use. It has not been planned or constructed for full use, is costly to keep up and in many instances has contributed to siltation of valuable fishing streams and fish spawning grounds, created erosion problems and contributed to costly flood destruction.

Even with this type of road we have an increased amount of timber in the back country that is inaccessible and cannot be harvested at a profit because the timber purchaser cannot afford to build and maintain roads only for the harvesting of timber. As a result, the pressure builds up to overcut the accessible timber on Federal, State, and private lands.

In Idaho we have made many detailed and specific studies in practically every drainage of our State. These studies are being made available to the congressional committees and forest officials to assist

in setting up documented priority road systems for these mainline, conservation forest roads.

I thank you very much for the privilege and opportunity to state my views and hope the information will be helpful to you, and if I have the consent of the chairman and the committee, I should like at this time to insert some statements from others that are pertinent to the issue.

For instance, I would like to insert in the record, without reading, a joint memorial from the Idaho Legislature, a joint statement from the North Idaho Forest Association and the South Idaho Forestry Association, a statement by Mr. Paul Easterbrook for the South Idaho Forestry Association, a statement from the St. Maries Chamber of Commerce, a statement from J. H. Breckenridge on the Saw Tooth Mountain road needs, a statement by A. B. Curtis, for Potlatch and Clearwater Protective Associations, one from Mr. Albert L. Elkins of Elkins' Resort, one from W. E. Frazier of Prairie Lumber Co., of Grangeville, a statement from the Moscow Chamber of Commerce, a statement from Sherman Furey on the Salmon National Forest, a statement from George H. Rauch, for the North Idaho Forestry Association, and Potlatch Forests, one from Robert Remaklis for Cascade Chamber of Commerce, one from L. E. Runnels for the Priest River Chamber of Commerce, and Robert M. Pace, president of the Bonners Ferry Chamber of Commerce. I would ask you for unanimous consent, Mr. Chairman, that these documents be made a part of the record at this point.

The CHAIRMAN. Senator Jordan, without objection, the material to which you have made reference will be included with your excellent statement.

Senator JORDAN. Thank you, Mr. Chairman.

(The exhibits referred to follow :)

IDAHO HOUSE JOINT MEMORIAL No. 1 BY RESOURCES AND CONSERVATION COMMITTEE
A JOINT MEMORIAL TO THE HONORABLE SENATE AND HOUSE OF REPRESENTATIVES OF
THE UNITED STATES IN CONGRESS ASSEMBLED

We, your Memorialists, the Legislature of the State of Idaho, respectfully represent that :

Whereas, an adequate transportation system is necessary in the proper harvest and use of our natural resources ; and

Whereas, the lack of an adequate transportation system is the greatest deterrent to the full use of our natural resources in the State of Idaho ; and

Whereas, under the present rate of road construction, it will take 100 years to complete an adequate forest highway transportation system ;

Now, therefore, be it resolved, by the Thirty-eighth Session of the Legislature of the state of Idaho, now in session, the Senate and House of Representatives concurring, that we most respectfully urge the Congress of the United States of America, to proceed at the earliest possible date to enact legislation requiring all government agencies involved to make sufficient funds available to expedite completion of an adequate transportation system on the main roads of National Forests and Public Domain.

Be it further resolved, That the Secretary of State of the State of Idaho be, and he hereby is, authorized and directed to forward certified copies of this Memorial to the President and Vice-President of the United States, the Speaker of the House of Representatives of the Congress, and to the senators and representatives representing this state in the Congress of the United States.

This house joint memorial passed the house on the 15th day of January, 1965.

RESOLUTION

Passed November 17, 1964, at Joint Meeting—North Idaho and Southern Idaho Forestry Associations at McCall, Idaho

Discussed and Reaffirmed on November 12, 1965, at North Idaho Forestry Association Meeting at Moscow, Idaho

RESOLUTION

“Whereas, a transportation system is a catalyst to land management, and

Whereas, the lack of an adequate transportation system is the greatest deterrent to full multiple-use management in Idaho, and

Whereas, it will take 100 years to complete an adequate transportation system in Idaho at the present rate of construction;

Now, therefore, be it Resolved that the North Idaho Forestry Association and the Southern Idaho Forestry Association be on record to urge the immediate adoption of all reasonable and prudent measures to remedy the deficiency.”

RESOLUTION

Passed March 19, 1965, by the North Idaho Forestry Association at its Annual Membership Meeting in Spokane, Wash.

Discussed and Reaffirmed November 12, 1965, at the North Idaho Forestry Association Meeting in Moscow, Idaho

Whereas, Northern Idaho is faced with an increasingly serious forest pest situation which is part of a larger problem covering the entire Intermountain Region. Billions of board feet of mature and immature timber are threatened. Total annual mortality from all causes was estimated to average 2.8 billion board feet in the Northern Rocky Mountain Region in 1962, according to the latest U.S. Forest Service Report, “Timber Trends in the United States”. Because only a small amount of the dead timber can be salvaged economically, the mortality represents loss of enough lumber to build 280,000 five-room frame houses annually. The value of the lost stumpage alone is conservatively estimated at \$10,000,000 each year.

While fire still kills 75 million board feet of sawtimber annually in the Northern Rocky Mountain Region, it now ranks far below other destructive agencies, due to greatly improved fire prevention and control methods and equipment. This remarkable advance has resulted from aggressive, continuous research combined with development and application by dedicated forest protective agencies.

Combined losses from insects and disease averaged 1.9 billion board feet of sawtimber annually as of 1962 in the Northern Rocky Mountain Region; this is 25 times the loss from fire, whereas nationwide losses from insects and disease exceed fire losses by only 7 times. These statistics indicate the relative seriousness of insect and disease pests in the Northern Rocky Mountain Region.

Nearly every tree species is under attack by one or more destructive pests during all stages of tree life. Insects, disease and animals destroy and damage seed-producing cones, seed fallen to the ground, newly-sprouted seedlings, sapling and pole size trees, and mature sawtimber.

The most destructive pests at the present time are defoliators and bark beetles. Defoliators include the tussock moth in Douglas fir and grand fir, budworm in the same species plus spruce, and the larch casebearer in western larch. Bark beetles are causing heavy losses of merchantable sawtimber in ponderosa pine, lodgepole pine, Douglas fir, grand fir and Englemann spruce. A combination of bark beetles and blister rust fungus is currently causing several million dollars annual loss in merchantable white pine, the region's most valuable timber species.

Root rots are causing much mortality in all tree species. Other fungi cause severe growth reduction and volume loss without actually killing the trees.

Animals such as rabbits, porcupines, and bear also damage or kill large numbers of young trees.

The total effect of all these problems threatens the economic stability of the forest-products-based industries in the Intermountain area. In addition, values other than direct loss of the timber resource are affected, e.g., large accumula-

tions of dead timber create a severe fire hazard and detract from aesthetic and recreational values.

Accelerated research programs are urgently needed to develop more practical and effective ways of combating these pests. Control measures must be found which are economical and still safe with respect to humans, wildlife, fish and domestic animals. Much more detailed information is needed on insect and disease life cycles and behavior, so new techniques of chemical and biological control can be applied more effectively.

The Forestry Sciences Laboratory of the U.S. Forest Service at Moscow, Idaho, is the most logical and economical place to provide for the accelerated research. The first stage of the laboratory was completed in 1963. However, all space is now fully occupied; therefore, if the needed research is to be efficiently accomplished, additional building space and specialized facilities must be provided as soon as possible. The current needed addition is the second stage of the three-stage total facility planned for Moscow under the Forest Service's "A National Forestry Research Program". When the second stage is completed, several scientists will be moved from other locations to Moscow to utilize the new facilities.

The cost of this second stage is estimated to be \$560,000. An additional \$150,000 is necessary for expansion of the insect research program which was originally scheduled for the third phase, but which is essential now because of the extremely urgent problems of insects and disease, particularly that of bark beetles and blister rust in white pine. No money has yet been appropriated to the Forest Service's budget to provide for this second stage of construction. The University of Idaho has furnished ample land for all three phases, and adequate utilities are readily available.

Therefore, be it resolved, the North Idaho Forestry Association recognizes the seriousness of the forest pest problems outlined above and urges that immediate steps be taken by the Federal Government to implement the second stage of the planned research facilities at the Moscow Forestry Sciences Laboratory. The Association believes the use of federal funds for these research facilities is fully justified by the fact that 72% of the commercial forest land and 73% of the saw-timber volume in the Northern Rocky Mountain Region is in federal ownership. Thus, while all landowners will receive direct benefit from the increased research, the general public will receive the greatest benefit in the long run.

Be it further resolved, the Secretary of the Association is instructed to send copies of this Resolution to each of Idaho's elected congressional delegation in Washington, D.C., with letters respectfully requesting that full support be given to the appropriations necessary for financing the planned research facilities at Moscow.

SOUTH IDAHO FORESTRY ASSOCIATION,
Boise, Idaho, April 6, 1966.

HON. LEN B. JORDAN,
*U.S. Senate,
Washington, D.C.*

MY DEAR SENATOR JORDAN: I received your letter regarding forest roads several weeks ago and I appreciate your invitation for suggestions. Since I worked for the Forest Service 12 years and have now worked for Boise Cascade 9 years, I am somewhat familiar with the road problem.

I was district ranger on the Bear Valley Ranger District of the Boise Forest for 5 years so I will confine my suggestions to this area.

The Deadwood-Bear Valley area is a large basin which is now accessible by poor roads, each of which crosses a high summit. The extremely high cost of hauling prohibits the economic harvest of timber from this area. A conservative estimate of the volume of timber available in this area is 1½ billion board feet or a sustained yield cut of 10.2 million per year. This does not include a considerable volume of timber which could be harvested by high lead methods nor does it include the large volume of lodgepole pine which will someday be harvested for pulp and paper.

The Forest Service has run a preliminary survey for a road up the Deadwood River and a section of about 6 miles has been constructed. This road would open up the entire Deadwood-Bear Valley area for many uses such as:

1. Recreation—the Deadwood reservoir is almost untouched from a recreation standpoint. Here is one of the most scenic recreation areas in Idaho. It offers

excellent camp sites, summer home sites, fishing, water sports, and big game hunting. With a good road up the scenic Deadwood River this area would be a 2-hour drive from Boise. At present it is a long, hard, 5-hour drive over poor and dangerous roads. The Deadwood reservoir is 5200 elevation, the same as McCall, and would be available for recreation from May 15 to December with a road. Because of the summits which must be crossed, it is seldom open before July 4 and is closed by October 15.

2. Grazing—about 1,000 head of cattle are now driven on foot nearly 100 miles over rough trails. With a good road, trucking would be feasible.

3. Logging—if this road was constructed, logs would be hauled to the mills at Horseshoe Bend, Boise or Emmett. I know, personally, that a terrific volume of timber has been lost because of insects and disease. In 1963 and 1964 we logged 13 million board feet of over-mature pine from this area to harvest bug killed timber and reduce a bark beetle epidemic. This was done at a big loss. The Forest Service spent nearly \$100,000 to treat infected trees and reduce the spread of the infestation. These logs were cut and hauled over three summits into Cascade. Trucks worked 16 hours per day to average 7,500 feet per day per truck. With the Deadwood road, trucks could haul 15,000 feet in 12 hours—all downhill.

There are many other areas in the state which are similar. The Forest Service cannot build a road such as the Deadwood road with the present appropriations. The cost of this road will be 1½ to 2-million dollars which is more, I believe, than the Boise Forest receives in one year.

One last suggestion: an advisory committee consisting of all forest users should be appointed for each forest to control the spending of this money, and to prevent the Forest Service from developing their own pet projects at the people's expense.

Best of luck. We appreciate your splendid efforts.

Sincerely yours,

PAUL W. EASTERBROOK.

ST. MARIES CHAMBER OF COMMERCE,
St. Maries, Idaho, May 3, 1966.

HON. LEN. B. JORDAN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JORDAN: The St. Maries Chamber of Commerce feels that an adequate forest roads system on the National Forests in this area is vitally necessary if we expect to get proper management and use of the resources on these lands.

Millions of board feet of valuable timber are being lost annually to insects, disease and other causes because of the lack of access roads into these timbered areas. The lumbering, plywood and other wood using industries need this material badly to sustain their manufacturing operations. Loss of this timber resource affects our community employment, economy and development.

High standard roads into the back country overmature timbered areas would not only result in getting out the timber before it is destroyed by insects and disease but would also help take care of the overflowing number of recreationists who are using the forests in this area more every year. Many other roads should be built and existing roads rebuilt to handle the increased recreation traffic and open up many fine recreational areas for the enjoyment and use of the outdoor camper, fisherman, hunter, hiker and sightseer. Safety in travelling along existing roads is becoming a problem due to the low standards.

Major road construction projects which we feel are urgently needed on the nearby St. Joe National Forest are listed and the reasons explained below.

1. *St. Joe River Road—Avery, Idaho to Red Ives Ranger Station.* Thirty-five miles of this road needs to be improved. The upper St. Joe River drainage is served by this road. Traffic has been increasing by 15 to 20 percent each year. An estimated two hundred vehicles pass over this road each day during the field season from June to October. The traffic consists of light and heavy vehicles and trailers of all types involved in logging, recreation use, and forest fire protection and administration. Thirty miles of the road is single lane, mostly dirt surfacing which is totally inadequate for the heavy use. Public travel is a real safety hazard.

This river drainage is a major producer of timber for sawmills located in St. Maries and Coeur d' Alene, Idaho, and several communities in Montana. The standing volume of mature timber in the entire St. Joe drainage is about four and one-half billion board feet. The logging of overmature timber in many areas of the drainage is now not economically feasible due to lack of access. Transportation costs for log haul could be greatly reduced by the construction of a double-lane oiled road. Five million dollars is needed to reconstruct the thirty-five miles of this road.

The area served by the road is prime recreational country with excellent fishing and hunting. There were in excess of 65,000 recreation visits made to this area during 1965.

2. North Fork of St. Joe River Road. This road project starts at Avery, Idaho, on Forest Highway 50 and goes a distance of thirty-two miles to Wallace, Idaho, and Interstate Highway No. 90. The cost of reconstructing this road would be \$5,000,000. Suitable access would be provided to the recreation areas of the St. Joe National Forest for the population centers of Wallace, Kellogg and Coeur d' Alene. In addition a high standard loop road for recreationists would be provided by going down the St. Joe River Highway to St. Maries and back to Coeur d' Alene, Wallace and Kellogg.

Upon completion of the Fishhook-Little North Fork Clearwater road this would be the logical travel route from Highway No. 10 at Wallace, Idaho, through the Upper Dworshak Reservoir to Lewiston, Idaho.

3. Fishhook-Little North Fork of Clearwater Road. The road starts at the junction of Forest Highway No. 50 near Avery, Idaho. It extends up Fishhook Creek and down the Little North Fork of the Clearwater River to the Dworshak Reservoir and terminates on State Highway No. 43 at Elk River, Idaho.

The road is 74 miles in length with a single lane, low standard road on each end. Twenty-four miles of the route is non-existent. The cost of construction and reconstruction would amount to an estimated 13.5 million dollars.

The road would serve large areas and drainages. Besides providing access to the entire Little North Fork of the Clearwater, it serves the Fishhook-Sisters Basin south of Avery, Idaho and provides a route to the Upper Dworshak Reservoir.

The volume of mature and overmature sawtimber that will be served by the road is nearly one and one-half billion board feet. Approximately 45 percent of this volume is private. Access will be provided to large stands of timber in the Butte, Dip and Brush Creek areas that are now being destroyed by white pine blister rust and the mountain pine beetle.

It would be impossible to predict the tremendous impact recreation traffic would have on this road if it were constructed. Besides providing a route to the water-based recreation areas of Dworshak Reservoir it will provide access to twenty-four miles of the finest fishing stream in North Idaho that does not now have access. It will also serve to help in the needed harvest of a large elk herd in the Little North Fork of the Clearwater River.

4. Clarkia-Marble Road. The road starts at the mouth of Marble Creek on Forest Highway 50 on the St. Joe River and travels up Marble Creek and through Merry Creek to Clarkia, Idaho, on State Highway 43. Thirty-five miles of reconstruction is required at a cost of \$3,500,000.

A primitive single lane dirt road now exists which includes the entire Marble Creek and Merry Creek Drainages.

The timber volumes served by this road are in excess of 768 million board feet of which half are on National Forest land. A two lane surfaced facility would adequately serve all uses with a savings on timber haul of \$27,000 per year. This is based on an average haul of nine miles and an annual cut of 15 million feet per year.

Marble Creek is a large stream that is noted for its excellent cutthroat trout fishing. Recreation traffic has been relatively high even though the conditions of the road limits its use to truck-type vehicles. The average daily traffic for all uses is approximately 110 vehicles per day during the summer season. With an improved facility this figure can be expected to double.

5. Palouse River-Emerald Creek Road. The road starts on State Highway 43 near Clarkia, Idaho, and travels up Emerald Creek and down the Palouse River to U.S. Highway 95A near Harvard, Idaho. The project is in need of reconstruction from the existing single lane dirt and gravelled road to a double lane

standard with a paved surface. The length is 28.2 miles and the cost estimate is \$2,300,000. The road serves two major drainages and connects State Highway 43 and U.S. Highway 95.

The drainage contains 680 million board feet of timber and provides approximately 10 million a year to local sawmills.

This road serves the well known "Garnet Gulch" recreation area which is visited by "rock hounds" from nearly all states each year. There is also commercial garnet mining operations in the Emerald Creek drainage. The traffic count at present is in excess of 125 vehicles per day during the summer but if the road were upgraded this figure would be increased to at least 250 vehicles per day.

6. *Prospector Creek Road.* The Prospector Creek road begins on the St. Joe River at the mouth of Prospector Creek, crosses the St. Joe River, and will provide access to the Prospector, Periwinkle, Nugget, and Allen Creek drainages. A 150 foot bridge costing \$150,000 is needed to cross the St. Joe River and 12 miles of newly constructed road at an estimated \$330,000 for a total of \$480,000.

This is a twelve mile road with a major bridge that is needed to provide access to the large timber volumes on the south side of the St. Joe River above Avery, Idaho. There is currently a 25 mile gap between bridges across the St. Joe River to the southside and due to the high cost of the road and bridge construction this leaves the area between Sisters Creek and Bennett Creek without access. This is an area of approximately 40 square miles of high producing timber country. It is currently infested with blister rust and mountain pine beetle and a suffering mortality of the white pine merchantable volume at a rate of 5 percent annually.

There are 211 million board feet of mature timber in the area including the white pine volume estimated at 60 million board feet; therefore, approximately 3 million board feet of white pine are being lost per year. This annual loss is valued at \$45,000 of timber on the stump. Access to these drainages will open up another large area to stream fishing and big game hunting that previously was inaccessible.

7. *Simmons Creek Road.* This proposed road starts at the mouth of Simmons Creek on the St. Joe River Road 8 miles below Red Ives Ranger Station and goes up Simmons Creek to its headwaters and then connects to the proposed extension of the St. Joe River Road. The estimated total 20 miles of new construction will cost \$1,000,000 but of immediate need is the first 7 miles of the project at a cost of \$500,000 to harvest heavily damaged timber.

This road will serve a large tributary drainage of the St. Joe River. Since 1958, there has been increased mortality to white pine timber in this drainage due to blister rust and mountain pine beetle attacks. In 1959, this build up was noted as a request made for access road construction funds. Funds still are not available for construction of this road.

Blister rust and mountain pine beetles are currently causing an estimated loss of 6 percent per year to high value white pine. An estimated 80 million board feet of mature white pine presently needs harvesting in this drainage. During the past three years a total of 15 million board feet of white pine has been killed by insects and disease. Fifteen million board feet of white pine has an estimated on the stump value of \$180,000. Access is needed to prevent heavier losses in the future. Besides the economic loss of the timber the dead trees are creating an aesthetic blight on the countryside and a severe fire hazard that could result in a disastrous fire.

The road would provide access to 12 miles of top quality cutthroat trout fishing stream and excellent big game hunting.

The additional recreation traffic that these resources will generate is difficult to determine, but past experience has shown that it is substantial.

8. *Butte Creek Road.* The proposed road will provide access to the large overmature timber stands located in Mowich, Butte and Foehl Creeks, all tributaries of the upper Little North Fork of the Clearwater River. Seventeen miles of road are required at an estimated cost of \$850,000.

The drainages in this area contain 200 million board feet of sawtimber of which 100 million is white pine. The white pine is being destroyed by disease and insects attacks. Five percent of the white pine volume is being lost each year.

This is typical back country with long log hauls through rough mountainous terrain. The mills are located nearly 100 miles away which causes high trans-

portation costs. Without Federal financing for roads the timber cannot be logged economically.

The Little North Fork of the Clearwater fishing, elk hunting and scenic beauty is well known. To accommodate both the logging and recreation traffic will require a standard of road in excess of that just to remove the timber. In addition the soils in the area are highly erosive which requires special measures and standards in road building to protect soil values.

The Butte Creek road is dependent on the construction of a portion of the Fish-hook-Little North Fork road.

9. *St. Maries River Road.* The existing road begins at Gold Center near Clarkia, Idaho and travels upstream to Hemlock Ridge and then down Elk Creek into the town of Elk River, Idaho. The road is 25 miles long but only four miles on the Gold Center end is constructed to the required standard. An estimated \$1,124,000 is necessary to reconstruct the other 21 miles to needed multipurpose standards. Much of the road is narrow, winding and steep, making it unsuitable for public travel and for the hauling of forest products.

The rebuilding of this road will provide an additional market area for 230 million board feet of timber to be sold in the next 20 year period. Fifty percent of this volume is overmature defective grand fir that must be harvested in the next ten years or be lost. Over 25 percent of the original merchantable volume in this area has been lost due to diseases of overmaturity. Several campgrounds, providing 200 camping units, are planned along the Elk Creek segment of this road. The need for recreation facilities by residents of local communities such as Elk River, Bovill, Deary and Troy, as well as additional use from the Moscow-Pullman area, will demand that these facilities be served by a high standard road. Elk Creek is one of the finest fishing streams in this locality. Development of this resource through improved access will alleviate pressure on some of our poorer trout streams.

10. *St. Joe River Highway 50—St. Maries to Avery, Idaho.* Although this project should be financed from forest highway funds it is included here because the road is the key fifty mile link between established lumbering manufacturing centers and the large timbered areas of the St. Joe and Little North Fork of the Clearwater drainages.

At the present time the lower 16 miles out of St. Maries is constructed to secondary highway standards. The remaining 34 miles is a narrow single lane road dangerous to travel because of the heavy recreation and logging traffic. As access is provided into the back country for the harvesting of these timber stands the traffic over Forest Highway 50 will increase proportionately. The cost of reconstruction is estimated at seven and one-half million dollars.

The above ten projects are those we consider as the most important mainline, multipurpose access roads needed to serve the National Forest lands on the St. Joe Forest. If additional information is necessary we will be glad to furnish it.

Sincerely yours,

JOHN M. RICHARDS, *President.*

TWIN FALLS, IDAHO,
April 4, 1966.

Senator LEN JORDAN,
Senate Office Building,
Washington, D.C.

DEAR LEN: In answer to your request for forest road information, I obtained the Sawtooth Forest road list, and have marked it according to my best beliefs. I am confining myself to the Sawtooth because that is the only forest where I have definite knowledge.

I have rated these roads as follows:

- A. Needed badly now.
- B. Needed in the immediate future.
- C. Needed sometime in the future, 10-15 years.

Where I do not have knowledge of the road, I have made no rating. You will note that the rating on the same road for different uses may not be the same.

I hope this is helpful:

Sincerely,

J. H. BRECKENRIDGE.

MARCH 29, 1966.

Attached is a list of roads in need of construction or reconstruction on the Sawtooth National Forest. Many are badly needed at this time. Others should be built by 1972, if critical shortage of natural resources in this area is to be avoided.

This is enough work to keep 70 men working full time for 5 years; to wear out, which means to purchase:

- 13 Large tractors.
- 7 Medium tractors.
- 10 Scrapers.
- 7 Rollers.
- 7 Graders.
- 7 Compressors.
- 15 Drill rigs.
- 4 Water trucks.
- 20 Dump trucks.

plus many other machines; and all of these require fuel and oil.

If financing is to continue about as we now anticipate—and as it has in the last five years—only about 41% of the needed construction will be accomplished.

This list is quite conservative. Needed roads, such as the 35-mile Oakley-Rogerson and the Ketchum to Five-Points section of the Ketchum-Featherville road, have not been mentioned.

Roads needed on Sawtooth by 1972

Road name	Road number	Length to be constructed (miles)
Deer Creek.....	70097	6.0
Hunter-Grouse.....	70055	15.0
Little Smokey.....	70015	11.0
Ketchum-Featherville.....	70227	30.0
Louse Creek.....	70068	5.0
Cherry Creek.....		5.0
4th of July area.....	70209	15.0
Wildcat.....	60003	6.0
Kelsaw.....	70589	10.0
Rock Creek.....	70515	11.4
Timber Roads (D-6).....		30.0
Galena Loop.....	70182	.4
Sawtooth RS.....	70211	.4
Surface Redfish Lake.....	70124	3.8
Oakley-Howell Canyon.....	70549	6.0
Smokey Bear CG.....	70326	.5
Balsam Recreation Area.....	70506	1.0
North Shore CG.....	70325	.7
Mount Heyburn CG.....	70224	1.3
Sandy Beach.....	70314	.4
Kirkman CG.....	70511	.1
Mahoney-Bald Mountain.....		4.0

I. So. Fork Boise River Drainage (Also includes Soldier Creek drainages)—D-4 and D-5

Roads Concerned: Hunter-Gr. Cr., Little Smokey—Part of Ketchum-Featherville, Louse Creek, Ross Fork, and Boardman Creek. *Needed badly now.*

Each year approximately 21,000 adult sheep and 28,000 lambs will be hauled over these roads and their herders supplied. Approximately 3,000 adult cattle and their calves will be driven over these roads and their herders supplied.

II. Wood River Drainage (D-1 and D-2)

Roads Concerned: Deer Creek, Cherry Creek, Mahoney-Bald Mtn., Alder Gulch-Warm Spring. 6,700 lambs will be hauled over these roads, and 6,700 sheep, or 6 bands of sheep, will be supplied during the summer season over these roads. *Needed sometime in the future, 10-15 years.*

III. Salmon River Drainage (D-3)

Roads Concerned: 4th of July, Alturas Lake-Redfish Lake. These roads will have practically no use for range purposes. The 4th of July Creek road would

facilitate the shipping of lambs and supplying the herders for one band of sheep of 800 adult animals and 1,400 lambs. *Not needed for grazing.*

IV. Drainages in the Old Minidoka Division (included on D-6, D-7, and D-8)

Roads Concerned: Rock Creek. Will be used for hauling 8,000 lambs and supplying 7 bands of sheep, and for access and supply for about 3,000 cattle. *Needed badly now.*

Road name	Road number	Length to be constructed (miles)
Alden Gulch-Warm Springs.....		6
Ross Fork.....		17
Alturas Lake-Redfish Lake.....		20
Boardman Creek.....		16
Surface most CG roads.....		20
Pole Creek.....	70197	10
South Fork Soldier Creek to Phillips Creek.....		4
Marsh Creek.....		6
Total.....		242

TIMBER ROAD NEEDS

I. So. Fork Boise River Drainage (Also includes Soldier Creek drainages)—D-4 and D-5

Roads Concerned: Hunter-Gr. Cr., Little Smoky—Part of Ketchum-Featherville, Louse Creek, Ross Fork and Boardman Creek.

The estimated annual allowable sawtimber cut in the So. Fork Boise River drainage is 10 million bd. ft. In addition, approximately $\frac{1}{4}$ million board feet of pole size material is available for harvest each year. *Needed badly now.*

II. Wood River Drainage (D-1 and D-2)

Roads Concerned: Deer Creek, Cherry Creek, Mahoney-Bald Mtn., Alder Gulch-Warm Springs.

The estimated annual allowable sawtimber cut for this drainage is 3 million board feet. An additional $\frac{3}{4}$ million board feet of small size material is available. *Needed badly now.*

III. Salmon River Drainage (D-3)

Roads Concerned: 4th of July, Alturas Lake-Redfish Lake.

The estimated annual allowable sawtimber cut is 1 million board feet. At least 1 million board feet of small sized material is also available. *Mostly recreation. Needed sometime in the future, 10-15 years.*

IV. Drainages in the Old Minidoka Division (included on D-6, 7, and 8)

Roads Concerned: Rock Creek, Timber Roads on D-6.

The estimated annual allowable sawtimber cut is 2 million board feet. Approximately 1 million board feet of small size material is also available.

Most of the sawtimber is mature or overmature and substantial losses due to insects, disease, and age occur each year. To date, these losses have been generally scattered and, through relatively small insect control projects and harvesting programs, major outbreaks and losses have been avoided. However, a large proportion of the stands are in a less-than-vigorous condition and epidemic insect infestations may be expected.

These conditions also increase the fire hazard in timbered areas as overmature trees are lost. Planned, systematic harvest and reforestation of commercial timber stands not only contribute greatly to dependent industry and communities, but insure a continuous supply of timber products.

Most of the more accessible timber areas have been logged. New sales require more roads in more difficult terrain. The gradual increase in road construction, logging and milling costs, and decrease in realization values have reduced the margin available for the economic harvesting of timber and production of timber products. Additional road funds in greater amounts are urgently needed to maintain all timber management activities and to provide for resource protection and coordination with other uses and activities.

RECREATION BENEFITS OF PROPOSED ROADS

Deer Creek

Improved access to 10 miles of fishing stream, big-game hunting areas, camping and picnic areas. *Needed in the immediate future.*

Hunter-Grouse

Access to 10 miles of fishing stream, big-game hunting areas (deer and elk), suitable camping and picnic areas.

Little Smokey

Improved access to stream fishing, big-game hunting, and camping and picnic areas. *Needed badly now.*

Ketchum-Featherville

Will greatly improve access for all recreational uses: stream fishing, big-game hunting, camping and picnic areas, motoring and general enjoyment. An additional 60 potential recreation sites have been inventoried in vicinity of this road. At least 10 new campgrounds which could accommodate 200 families would be needed. *Needed badly now.*

Louse Creek

Will greatly increase all recreational uses in the S. Boise River area. At least 3 new campgrounds which could accommodate 70 families would be needed.

Cherry Creek

Access to big-game hunting, camping and picnic areas.

4th of July Area (Fisher and Champion Creeks)

Provide adequate access to White Cloud Mountain area: outstanding scenery, excellent stream and lake fishing, big-game hunting, hiking and riding use, general sight-seeing use. At least 5 new campgrounds which could accommodate 100 families would be needed. *Needed some time in the future, 10-15 years.*

Rock Creek

Will increase all recreational uses in Rock Creek area: winter sports, fishing, hunting, camping, picnicking, and general sightseeing.

Oakley-Howell Canyon

New addition to road will be sky-line drive. Will greatly increase recreation use of area: sight-seeing, camping, picnicking, hunting, and rock-hounding. Will give needed access to fire "lookout" and electronic sites on Mt. Harrison summit.

Mahoney-Bald Mountain

Will furnish access to big-game hunting areas, camping and picnicking areas, 8 miles of stream fishing, and expanded winter-sports development. *Needed in the immediate future.*

Alden Gulch-Warm Springs

Will be scenic road loop between Baker Creek and Warm Springs. Will furnish access to big-game hunting areas. *Needed badly now.*

Ross Fork

Will furnish access to big "back-country": outstanding scenery; 12 lakes and 17 miles of stream fishing; big-game hunting (elk and deer); camping and picnic areas. At least 4 campgrounds which could accommodate 60 families would be needed.

Alturas Lake-Redfish Lake

Will furnish access to many outstanding recreation sites (potential). At least 6 new campgrounds which could accommodate 150 families would be needed. Will be scenic drive and provide access to 8 miles of fishing stream and big-game hunting areas (deer and elk). Parallels U.S. 93. *Not needed for some time.*

Boardman Creek

Provide access to 6 miles of stream fishing; big-game hunting (deer and elk); and camping and picnic areas.

Pole Creek

Will provide adequate access to White Cloud Mountain area: outstanding scenery; excellent stream and lake fishing; big-game hunting (elk and deer);

hiking and riding; general sight-seeing; outstanding recreation sites (potential). At least 2 campgrounds which would accommodate 25 families would be needed. Needed badly now.

Construction of this road and the 4th of July, Fisher Creek, and Champion Creek roads would provide access to the White Cloud Mountain area, and to many outstanding recreation sites. This would in turn relieve excessive pressure on recreation areas at Redfish and Alturas Lakes.

Phillips Creek-South Fork Soldier Creek Loop

Will provide access for potential multi-million dollar winter-sports development (Smokey Dome), as well as provide access for: big-game hunting (elk and deer); suitable camping and picnic areas; and 3 miles of fishing stream. Three campgrounds (potential) are inventoried for this area. Needed badly now.

Marsh Creek

Will provide access for potential multi-million dollar winter-sports development (Mt. Harrison) near Burley. Would also provide access for big-game hunting (deer) and suitable camping and picnic areas.

Pole Canyon

Will provide access from the new Route 80 North Interstate Highway (near Malta) to a potential campground. This Pole Canyon campground would be only about 5 miles from the freeway, so a considerable amount of use could be expected. The road would also provide access for deer hunting.

All the roads would give access for mineral exploration, prospecting, and development, as well as facilitate the transportation of ore.

CLEARWATER AND POTLATCH TIMBER PROTECTIVE ASSOCIATIONS,
Orofino, Idaho, May 10, 1966.

HON. LEN B. JORDAN,
*U.S. Senator,
Senate Office Building,
Washington, D.C.*

DEAR LEN: Perhaps you will recall that when I was in Washington the 25th and 26th of March I mentioned to you that I was going to make a study on the value of roads, bridges and protection facilities which will be lost through the construction of Dworshak Dam, on our Association lands.

Much of the work in going into the history of the Timber Protective activities has been pretty well completed. We have come up with a part of our study which I think is of great importance to you in presenting a case for access roads. Knowing that you are having some hearings in Washington to support your access road money bill it was my thought that you could use some of the enclosed material to support the stand for access road development. The material which is enclosed is new and has not been used anywhere, nor has it been released to the Army Engineers to support our contention of road and bridge replacement in the upper Dworshak pool area. It will be used for that purpose a little later on when we are in a position to present our story, just as the Lewiston people are presenting their story for the Camas Prairie Railroad relocation from Lewiston to Riparia.

I shall try and brief the pertinent facts which are revealed from our study. Our Timber Protective Associations were an un-organized activity from 1900 until 1905. In 1905 the State engaged Charlie Munson, the first State Land Commissioner, who made selections of timber lands for the state in the Clearwater basin. This led to the formation of the Clearwater and Potlatch Timber Protective Associations and since 1905 they have developed into mature, experienced forest land managers for their land owners. The land owners in the Associations are the State of Idaho and various timber companies, land owners and individuals who have banded themselves together to form the non-profit cooperative organization. We are not incorporated. The government of the Association is much like a business concern with its Board of Directors and Executive officers. I have been the executive officer of the Clearwater and Potlatch Associations for many years, starting with the Clearwater as manager in 1927 and the Potlatch Association in 1945, though my first employment started in 1918. Our records have been well kept and most of them have been under my own direction and are the only existing records available covering the sub-

ject of the study. Of course, official copies of our annual reports are available in most libraries of the nation.

The purpose of the study was to weigh the value of access and the value of a system of travel for fire crews needed to carry on the program. All of us recall 1910 as being a most disastrous fire season for North Idaho. Of course, there has been other years equally as bad when you consider the elements, but with less disastrous results because of development such as roads, communications systems and manpower reserve. I have broke our study into two sections—1905 until 1936, which is the area of our historical development when an adequate road system did not exist. You will find that our Associations, which embrace an area of about one million acres, suffered a loss from 1905 to 1936 of \$582,750.-240.00 in timber resources. This over one half billion dollar loss is based upon current stumpage values. The areas lost in those years are the areas which are now being developed into timber management and harvesting areas, therefore current prices should apply. This volume is from our official records and the figures of \$582 million is a definite fixed fair figure and can be attributed to the lack of an adequate transportation system.

The second phase of our study developed from 1937 to 1965, which is the period of road and facilities development and here you will see the total loss in this second period totals \$16,948,350.00, or \$564,945.00 annually. According to our benefit cost for road system we come up with an annual benefit of \$17,646,000.00 for an adequate road system and should be a figure worthy of consideration. I re-emphasize this is a 17 million dollar annual benefit.

Other parts of our study reveals that in a one hundred year tree crop rotation Idaho would lose 70 per cent of its total growing capacity in a period of 100 years. The basis of this is seven-tenths of one per cent loss per year during the 1905 to 1936 area. With modern development roads and facilities our annual loss is now .02 of one per cent or a total of 2 per cent with a total growing capacity of all forest resources in a 100 year rotation period.

The land we are talking about and which will be served by your bill is now land such as our Association lands were during the years of 1905 until 1936. "No Accessibility," therefore we have a true and comparable figure. I hope that this material may be helpful to you in presenting informative material before the Senate Committee.

Kind personal regards,

A. B. CURTIS, *Manager.*

CLEARWATER-POTLATCH TIMBER PROTECTIVE ASSOCIATION

Fire loss study—1905 through 1965

	Stand composition ¹	Loss based upon stand composition—board feet	Fair values —stumpage	Average annual loss expressed in dollars— stumpage	Price log scale lumber ² —	Average annual loss expressed in dollars— lumber
Years without road system 1905-36:	<i>Percent</i>					
White pine.....	25.6	53,250,000	\$30.00	1,597,500	\$100.97	\$5,376,649
Cedar.....	23.0	47,840,000	15.72	752,044	89.60	4,286,464
Mixed.....	51.4	106,910,000	8.31	888,339	79.86	8,547,832
Annual totals (1905-36)	100	208,000,000	-----	3,237,883	-----	18,210,945
Years of road development 1937-65:						
White pine.....	25.6	1,536,000	30.00	46,080	100.97	155,089
Cedar.....	23.0	1,380,000	15.72	21,693	89.60	163,648
Mixed.....	51.4	3,083,000	8.31	25,619	79.86	246,208
Annual totals (1937-65)	100	5,999,000	-----	93,392	-----	564,945
Total loss at present-day lumber prices:						
1905-36.....				582,750,240		
1936-65.....				16,948,350		
Annual benefit of road system				3,144,491		17,646,000

¹ From USFS, State, et al.
² Includes overrun.

NOTE.—This report based on official association records. Annual loss is expressed in present-day stumpage and lumber values as of 4th quarter of 1965.

CLEARWATER-POTLATCH TIMBER PROTECTIVE ASSOCIATION

Comparison of acreage burned during years 1905 to 1936 and 1937 to 1965

	Years of no road system 1905-36	Years with road system 1937-65
Total acres burned.....	<i>Acres</i> 220,901.19	<i>Acres</i> ¹ 5,826.13
Average annual burn.....	6,903.18	² 200.90

¹ Compiled from official reports.² Volume per acre—30M (average).

NOTE.—Percent of loss reduction (1937-65 over 1905-36); 97.27 percent.

Percent of area: 0.7 of 1 percent (equals 70 percent in 100 years); 0.02 of 1 percent—Percent of protected area burned annually (equals 2 percent in 100 years).

Stand composition:

	<i>Percent</i>
White pine.....	25.6
Cedar.....	23.0
Mixed.....	51.4

NOTE.—Based on inventory information, landowners.

ELKINS' RESORT,
Nordman, Idaho, May 5, 1966.

Senator LEN JORDAN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JORDAN: Congratulations on your direct efforts to coordinate an accelerated program to obtain a more realistic appropriation from Congress for the construction of the vital forest access roads within the National Forests for use by the timber, tourist, mining, & management agencies.

In the past a large percentage of the roads in the Priest Lake drainage were constructed by the timber operators who were given credit against the cost of stumpage of a timber sale. This method is completely outmoded because it leaves sub-standard roads usually not properly supervised that result in not being ditched or not enough culverts to take care of the spring run-off. This not only requires expensive repairs and maintenance, but as in a majority of locations, you have a spawning stream nearby—the silt and mud will ruin a trout run that took many years to establish. This has been the case in the Priest Lake tributaries where 30 to 35 years ago they used to produce the best cutthroat trout fishing in the country. But Fish & Game surveys have proved that improper road locations along stream beds have ruined the major spawning areas of the lake and caused a drastic decline in the cutthroat population of the lake. Now the Idaho Fish & Game department has to spend thousands of dollars each year for stream clearance and improvement trying to re-establish spawning runs. This is just wasted money that could have been saved through proper road construction and logging practices.

At the present time the Priest Lake, Priest River, & Bonner's Ferry Chambers of Commerce are combining their efforts and working together towards hastening the completion of a forest highway from Nordman to Copeland. This road would be the extension of State Highway #57 out of Priest River and connect in with State Highway #95 north of Bonner's Ferry. At the present rate of construction, Forest Service officials estimate it will take from 15 to 20 years to complete this road. The funds available for this project are very dependent upon priority—flood repair or bug infestations in other areas must be considered.

This forest highway is a classic example of the problems of building a road mainly for logging purposes but which will be used by the tourist & mining industries, Federal & State agencies and eventually will be added to the State highway system. Therefore it should be built to State highway specifications so it won't have to be rebuilt at a later date.

The timber resources of this region are tremendous and with proper management will produce a sustained yield of timber forever. This road and its trunkline system would open-up for easy transportation to market approximately 1½ billion board feet of merchantable timber of both Federal and the state of Idaho ownership. More important it makes available the necessary timber to

keep the logging industry healthy in this section of north Idaho. This area adjoins Canada on the north; and because the Canadians have a road into this region, the U.S. was forced to sell some of the overmature timber to them in order to realize some income. In a few years the timber wouldn't have been good for even salvage, but this revenue is lost forever to our economy because of an insufficient road system. This is still being done until the road reaches this area in about 10 years at the present rate.

Another very important use for this road will be the fast-rising tourist industry seeking new areas away from the already overcrowded facilities. The Forest Service has plans for 400 family units in 13 locations along this route plus 3 fishing units. This highway travels through the famous Teddy Roosevelt ancient cedar groves, goes for 12 miles along the scenic & lush Upper Priest River valley (a nature lover's paradise), and comes within walking distance of the picturesque American Falls where Dolly Varden trout 3 ft. long lie in the big pool below the Falls. From there this spectacular road climbs up out of the valley and travels some 25 miles through the majestic back-country and then drops down to the Kootenai River drainage to complete one of the most magnificent loop tours in this part of the country. When this highway is completed it will be one of the main routes between Spokane & Calgary.

Then another important use for this road will be by the mining industry for further exploration and to open-up old mines that were closed because of prohibitive transportation costs. At one time the Continental Mine in this area was a large producer of lead, zinc, and some silver and probably would go into production again with a good road. This whole area is regarded to be rich in mineral resources. You would have to contact the University of Idaho or the State for more factual information.

As an incidental but still important use will be the many Federal & State agencies travelling this road to manage the multi-purpose aspects of this region. For example, a little-known fact is that the last remaining herd of mountain caribou roam the high alpine meadows. This herd is approximately 75 to 100 head of a species of caribou that is almost extinct in the U.S.—so much so that it has been put on the vanishing species list. This animal is fighting for its very existence in this area.

The Federal & State Forestry departments will use this road for forest management purposes along with fire protection and blister rust control. They will manage recreational sites along its route. The Fish & Game agencies will apply their conservation techniques to this area to sustain the fish & wildlife of this country.

Another region vitally affected by the lack of access road funds is the development of the lake shore road along the west side of Priest Lake. This road would primarily be used for recreational purposes and therefore receives a very low priority construction, but each year the pressure is building up for it to be built from Kalispell Bay to Reeder Bay and extended from Granite Creek to Distillery Bay. This would open-up more Federal lands for campgrounds, a possible ski area, and the development of lake cottage sites.

In conclusion, as you are well aware, the Priest Lake economy is very dependent on Forest Service activities; and the appropriations from Congress develop these forest highways, not only for harvesting timber, but for the tourist industry with so many more people enjoying the outdoors.

We wish you every success in your endeavor, and feel free to call on me at any time if I can be of service.

Cordially yours,

ALBERT L. ELKINS.

PRAIRIE LUMBER CO.,
Grangeville, Idaho, April 25, 1966.

Senator LEN B. JORDAN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JORDAN: The information given below is in answer to your request for data to aid in preparation of a case for an increase in forest road appropriations.

The accompanying map is keyed to this letter to more graphically portray the contemplated access roads that are needed now as well as in the near future

for long-range multiple use on the Nezperce Forest. In *all* cases timber values are not sufficient to carry the costs of construction by the lumber industry; however, when they are constructed they will provide access to many billions of board feet of timber now deemed unmerchantable due to inaccessibility.

1. Crane Hill. The immediate needs for this road require about 4.5 miles of road at an estimated cost of \$400,000. A large stand of old-growth timber must be harvested soon or it will be lost. Future plans call for extending it to the proposed Clear Creek-Newsome Creek road. Timber values will not carry the cost of construction.

2. American River Road. Public funds are necessary to build this road across lands outside the forest. At the present time no suitable road exists which will serve the vast area of virgin forest to north and east of Elk City. A proposed sale of 14 million board feet during 1969 and another of 12 million board feet in 1970 are dependent on this road. Public access is now limited to a few miles of very low standard roads. Plans now call for 4.5 miles of road at an estimated cost of \$500,000.

3. South Fork Red River. This road will provide access to the Dixie Ranger District which does not now have any timber sales proposed because the only existing road is unsuitable for log-hauling. When this road is constructed the annual allowable cut on the forest will be raised by 5.8 million board feet. In addition, all of the southern portion of the Red River Ranger District will become accessible. Current plans call for sales of 21 million board feet during the years 1969-1971.

Estimated cost of the presently planned project of 12 miles is \$980,000.

Eventually it is hoped that this project will be a part of a road system planned to traverse the southern part of the forest and extend into Montana. The road will provide ready access to large herds of game animals, historic gold mining areas, and widely diversified recreation areas.

4. Selway River Road. The present road along the Selway River is narrow, crooked, and extremely rough. Since this route provides the only access to the northern portion of the forest, the Cedar Flats Job Corps camp, Fenn Ranger Station, Camp O'Hara, and the people who live along the river, it is essential this road be improved. Reconstruction costs for 7 miles are estimated at \$565,000.

Long range plans call for extending this road to Selway Falls. When this becomes a reality, the public will have access to the Selway-Bitterroot Wilderness Area, beautiful Selway Falls, vast areas of country rich in scenic beauty and big game, and tremendous stands of virgin timber now going to waste.

5. Shingle Creek. Only one poor road penetrates to the edge of the famed Seven Devils area and it is unsuited to public travel or the transport of logs. Current plans call for \$733,000 to construct 9.2 miles of road. A 20-million board foot sale planned for 1970 depends on this road. Once opened up, this area can be further roaded by timber operators, thereby making available many millions of feet of timber and a means whereby the public can gain access to some of the finest mountain scenery in our country.

6. The Montana Road. A very low standard road now exists on the proposed route of this project but it is not suitable for heavy traffic. Future development hinges on a good all-weather road.

Special interest groups are attempting to wrest this route from the Forest Service and incorporate it into the wilderness areas adjacent to it on the north and south. Known as the Magruder Corridor, this narrow strip provides the only feasible route across the mountains between U.S. Highway 12 and U.S. Highway 93.

No cost estimate is available, but construction costs are in excess of the timber values in the area, and since the time element is critical, to forestall annexation into the Wilderness public funds are urgently needed.

In addition to the now inaccessible timber to be opened upon, this road would provide vast areas for recreation of all kinds, improve the administration of the forest, provide a route to parts of the wilderness areas now rarely, if ever, visited, provide better dispersion of hunters, make available new grazing areas, and retain for posterity a route through the mountains for the transportation of goods and products, public utilities, and the expected increase in tourism.

7. South Fork Highway (State Route 14). All of the timber now being processed in the Elk City area, about 30-million board feet per year, and an increasingly greater volume of log hauling must be transported over this substandard

road. Future development is contingent on the betterment of this highway which is the only means of access. The Bureau of Public Roads has jurisdiction over this route and they are attempting to complete reconstruction as fast as funds become available.

Increasing pressure by the Forest Service to make available more timber, increased travel by the public, and prospects of even greater traffic in the future hinge on immediate appropriations of federal funds.

8. Selway Road. A long-range program to improve the present road up the Selway River will require \$700,000 for reconstruction of 14 miles of road above O'Hara Creek.

No logging is conducted in this area now and only a few venturesome souls will penetrate to Selway Falls because of the condition of the existing road.

Several billion feet of timber could be brought under management if a good road was constructed into this area. Also, one of the largest elk herds in America could be made more readily accessible to hunters. This would not only help disperse the hunters but would also benefit the elk by better harvesting.

With the re-establishment of the salmon runs in this drainage, fishing and camping will create an increasingly greater demand on the available facilities.

9. Buffalo Hump Road. There is no access to this huge domain of mountain wilderness except by a few jeep roads or pack trails that penetrate the fringes. A proposed road of 62 miles at an estimated cost of \$3 million will provide recreation for many thousands of people. High mountain peaks, alpine lakes, mountain meadows, possible untold wealth of minerals and large herds of several species of big-game animals are some of the attractions to be opened up by this road. Although merchantable stands of timber are infrequent, many pockets of old-growth timber could thus be harvested that now are going downhill with no prospect of being harvested. The large number of old mines in the Buffalo Hump country attest to the mineralization on the fringes, and a good road through this area might promote exploration and development; especially if there should be an increase in the price of gold.

10. Grangeville-Salmon Road. An access road to connect Grangeville with the Salmon River by going south through the forest is needed for timber management and tourist and hunter access. Remaining construction of about 70 miles will require \$3.5 million.

This road will open many square miles of lodgepole pine that is now excluded from the annual allowable cut. So extensive is this stand that if opened up the annual allowable cut on the Nezperce Forest could be increased by approximately 22 million board feet. This timber is stagnating and will never develop into good timber. Only by bringing this stand under proper silvicultural management will the land be restored to its potential of production.

The historic gold-mining area of Florence will be bisected by this road. Again, if the price of gold should be raised this area may once again be of some prominence.

11. Seven Devils Road. The Seven Devils area, often called the Alps of America, afford some of the most beautiful scenery to be found in our country. Only one poor road penetrates to the edge of this scenic area and it is unsuitable for most vehicles. When the High Mountain Sheep dam is constructed this area will be bounded on the west by a deep lake set in a rugged, rocky canyon. Only a privileged few that can afford an extensive pack trip can see this area now, but a good road is proposed that will make this entire area available to the public. To facilitate safe transportation will require about 35 miles of road at an estimated cost of about \$1 million.

12. Pittsburg Landing. The present road from U.S. Highway 95 to the Snake River is adequate to the forest boundary, but beyond that it is best described as a jeep road. This route provided the only means of access south of Lewiston, a distance of 90 miles. Another 30 miles of river is navigable south of this point. The rugged grandeur of the Snake River canyon and the excellent fishing would be an inducement to the boating public if it was more accessible. Since no timber would be involved the Forest Service can not require operator-built roads to this area. Only by appropriations made for this purpose can this vast recreation area be opened to the public.

13. Johns Creek Road. A contractor is now working on the first 4.2 miles of this project and a proposed timber sale in 1966 will eventually extend it

another 10 miles. Beyond that point the timber will not carry the cost of construction to continue the development of this big drainage which contains many stands of old-growth timber, large herds of big-game, and excellent fishing.

14. Meadow Creek Road. This proposed project is of utmost urgency to open a drainage of virgin timber in excess of 2 billion board feet. Special interest groups are attempting to tie this area into the adjacent wilderness area. If successful, this will permanently exclude the development of this timber. The stand is becoming decadent and unless logging commences soon this great resource will be wasted.

This drainage contains one of the largest elk herds in America but only a few hunters are able to pack into the remote vastness to harvest the surplus animals. Federal funds are needed to accelerate construction and thereby preclude the possibility of its being incorporated into the Wilderness Area.

15. Newsome-Clear Creek Road. Proposed construction costs have not even been estimated for this project which will traverse an area of deep, rich soils which are capable of growing some of the best timber in this region. The productivity of these soils is at present being wasted on supporting an extremely old stand of rotten white fir. Construction costs can not be carried by such a stand so public funds are necessary to open this country to logging. Only by removing this overmature stand can the productivity of this area be restored.

An 18 million board foot sale was planned for 1967 but since the expected money was not made available the sale will be delayed. An additional 30 million board feet to be sold during the next 5 years is also dependent on this road.

In keeping with the policy of multiple-use roads the standards are much higher than those needed just for the removal of timber. This creates a burden on the industry which is not adequately equipped to build these high-standard roads. If sufficient money was made available so the Forest Service could contract their road building they could develop these areas in time to forestall such heavy losses of revenue as are occurring at present, then, as the timber is harvested the proportionate share of use of these roads could be charged against the timber.

Not only has the logging industry built most of the existing roads but they are responsible for *all* the maintenance on them wherever they are used for log hauling. Impulse counters have been placed on all main access roads to the forest since 1963. Conclusive proof is thus recorded that recreationists are now accounting for more use of these roads than the loggers. Peak counts are recorded on week-ends and holidays when no logging is being conducted and some roads are showing very high axle counts where there are no active timber sales. Some of the highest average daily counts are coincident with the hunting seasons and during the winter months traffic is very pronounced on week-ends where skiing available.

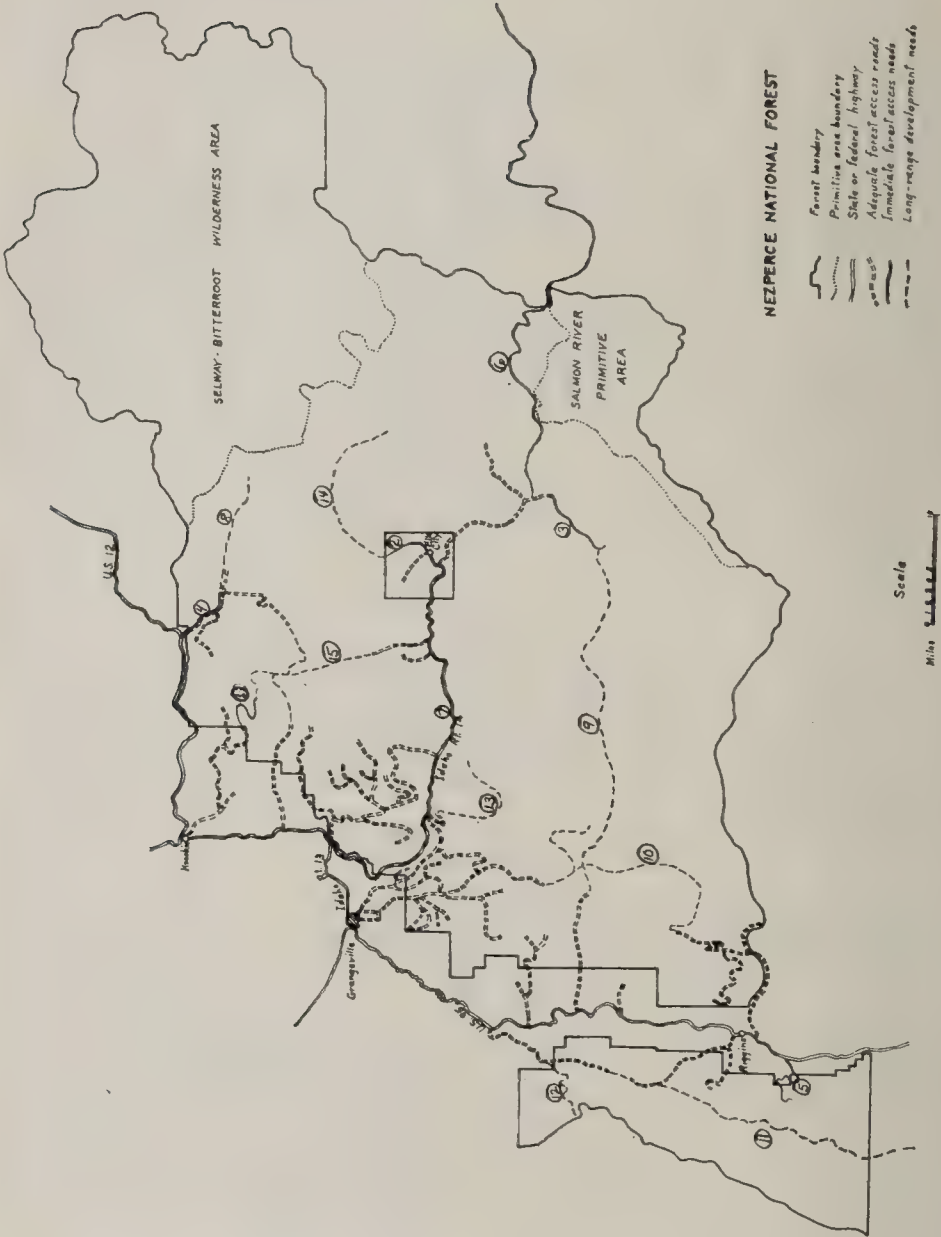
During wet weather, particularly during the hunting seasons, when logging is halted, some of the greatest maintenance problems occur yet there is no means of controlling their access to these roads nor is there any means of prorating the cost of maintenance over their use of these roads.

Without public funds much of this forest can never be adequately managed to the concept of the greatest good for the greatest number of people. Neither can it be effectively protected from the ravages of fire, disease, and insects. Timber growing in a "wild" state is inefficient and wasteful. Only under sustained-yield management by proper harvesting can the country exploit this valuable renewable resource to the utmost. Until roads are provided some of the most scenic lands in our country are denied the traveling public; game animals will die of old age; hundreds of lakes and streams will never know a fisherman; thousands of acres of grasslands will never see a cow; and untold mineral wealth will remain inaccessible. All this at a time when our people are being crowded into already inadequate facilities for recreation and our industries are desperately trying to maintain the demand for products required by an ever-increasing population.

I sincerely hope the above information will be of assistance to you in presenting your case.

Very truly yours,

W. E. FRAZIER,
Company Forester.



CHAMBER OF COMMERCE,
Moscow, Idaho, April 22, 1966.

SENATOR LEN JORDAN,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR JORDAN: Attached to this letter we are enclosing a report prepared in response to your request for information as to needed forest access roads which will affect the communities in Latah County. Under separate cover we are sending a map of the roads which we have proposed.

The Moscow Chamber of Commerce is very definitely in sympathy with your proposed acceleration in the forest access road program. We certainly appreciate the interest you are taking. The report which we are submitting includes ten roads which we feel are very definitely needed to more fully utilize the National Forest land of the Latah County area.

The estimated cost of construction of these ten roads is approximately \$8,000,000. While we recognize that our indicated program is definitely in excess of the assistance provided by your accelerated program, we are submitting this program at this time so that you can become aware of the fact that there is a very definite need to accelerate the access road program.

At the present time funds available for road construction for the total multiple use management and realization of the value of the National Forest have been sorely limited. Besides the need for roads for timber access our hunters fishermen, recreationists have been severely limited by the present level of funding. Our streams have been filled with sedimentation because the roads we are being forced to use are not adequately constructed, drained or stabilized.

As a sidelight, it was pointed out to us in researching this project, by E. L. Williams, Forest Economist at the University of Idaho, that the poverty areas in Idaho are within our forest areas and that any forest road construction would have a direct bearing on relieving this problem.

If you have any further questions in regard to our report, we will be glad to help you in any way that we can. Thank you for the opportunity to help on this project.

Sincerely,

TROY D. BUSSEY, *Manager.*

INTRODUCTION

An adequate transportation system is the key to efficient resource management on any National Forest. This is particularly true on the St. Joe. This report lists ten system roads that fall within this category. In the past, the Forest Service has had to depend on low standard roads built by the CCC's, private logging operations, or access roads built for the primary purpose of timber removal. Development of the proposed system of roads will provide for more equitable balance of use of all of our resources.

In many areas of the St. Joe, the presence of low quality timber species such as decadent grand fir, or hemlock, will not provide the funds needed to build the standard of road that is necessary for multiple use management. Many of the existing roads are not surfaced, restricting hauling to the drier months of the year. A network of surfaced roads will increase the hauling season by at least three months and extend employment opportunities.

Recreation use in this area takes the form of hunting, fishing, scenic driving, camping, picnicking, and collecting miscellaneous forest products.

Many of our ridge top drives are traveled during the month of June to October. Use is now limited to pickup or four-wheel drive vehicles during periods of wet weather. During September and October, all of our Forest roads are used by hunters in search of elk, deer, bear and upland birds. Many of our big game winter ranges are over-crowded and the available food supply is limited. Adequate game harvest has always been restricted because of poor access. If the proposed roads are constructed the opportunity to increase game harvest will be enhanced.

Most range allotments in this area are now served by low standard roads. Many of the permittees operate their home ranches long distances from the allotments and need good roads to transport livestock to the range and back to the markets at the most advantageous times.

Local education institutions such as the University of Idaho, Washington State University, and local elementary schools are continually using the Na-

tional Forest for research and educational purposes. These schools will be able to increase their activities in this field when adequate transportation facilities are provided.

Maintenance of watersheds and the production of clean, pure water is of primary concern to the Forest Service. Existing poorly drained, low standard roads, without surfacing or drainage facilities contributes materially to stream sedimentation and low water quality. Adequate protection of our resources from fire depends on a high standard road system that will provide for the fast transporting of men, equipment, and supplies. Of the 500,000 gross acres contained within the boundaries of the Palouse District of the St. Joe National Forest, fire protection is provided by the Forest Service, Potlatch Timber Protective Association and the Kendrick Fire Protection District. Close coordination, tied to an adequate road system, is necessary for quick suppression of fires. The present system of roads do not meet these requirements.

The following roads, listed by project name and county, are those we believe that are needed most to improve resource management.

1. *Project Name:* Elk Falls Road

Forest: St. Joe.

County: Clearwater.

Description of Termini and Location: This road begins on Highway 43 near the town of Elk River and continues southeast to Elk Falls. Length: 4.0 miles. Proposed standard: Double lane, paved. Construction Costs: \$600,000.

Additional Information: A recent exchange of land with Potlatch Forests has made possible the development of Elk Falls for maximum recreational use. This site will be a major recreation attraction of Northern Idaho when access is provided.

Present use is severely limited because of a poorly located, narrow dirt road. No more than 500 visits are made to this scenic location each season. Visits could increase to 30-40 thousand visits per year with the construction of an adequate road. These visits will have a definite impact on the community of Elk River, Bovill and the surrounding area.

2. *Project name:* St. Maries River Road #382

Forest: St. Joe.

County: Shoshone and Clearwater.

Description of Termini and Location: This road begins at Gold Center on the St. Maries River and follows upstream to Hemlock Ridge and down Elk Creek to Elk River. Length: 25 miles.

Proposed Standard:

1. Gold Center to Graves Creek—lane and one-half graveled with turnouts. Four miles existing to standard-----	(¹)
2. Graves Creek to Hemlock Ridge—single lane gravel—7 miles--	\$140, 000
3. Hemlock Ridge to West Fork Elk Creek—single lane gravel with turnouts—8 miles-----	184, 000
4. West Fork to Elk River—6 miles—lane and one-half graveled with turnouts-----	800, 000

Total Reconstruction Costs----- 1, 124, 000

¹ No expenditure planned.

Additional Information: The first section of the St. Maries River Road, from Gold Center to Graves Creek has been constructed to the desired standard. The section from Graves Creek that climbs over Hemlock Ridge and down into the upper basin of Elk Creek is narrow, winding and steep and poorly located. Some improvement work has been done on the section from the upper basin to Elk River, but the existing road will not meet the demand of future needs.

Development of this road will provide an additional market area for 230MM board feet of timber to be sold in the next 20-year period. Fifty percent of this volume is overmature grand fir that must be harvested in the next ten years or be lost.

As the use demands, five campgrounds, providing 200 camping units, will be established along the Elk Creek segment of this road. The ever expanding need for recreation facilities by residents of local communities such as Elk River, Bovill, Deary and Troy, as well as additional use from the Moscow-

Pullman area, will demand that these facilities be served by a high standard road. Elk Creek is one of the finest fishing streams in this locality. Development of this resource through improved access will alleviate pressure on some of our poorer trout streams.

3. Project name: Palouse River-Emerald Creek Road No. 447

Forest: St. Joe.
County: Latah and Shoshone.

Description of Termini and Location: This road starts on U.S. Highway #95 near Harvard, Idaho and continues up the Palouse River to the Palouse-Emerald Creek Divide and then down the Emerald Creek drainage to State Highway #43 near Clarkia, Idaho.

Length:

Highway 43 to Palouse-Emerald Divide	16.0
Divide to U.S. Highway 95	12.2
Total	28.2

Proposed Standard: Double lane with paved surface.

Cost of construction

Section	Length (miles)	Cost
Highway 43 to Shoshone-Latah County line	5.9	\$300,000
County line to Palouse-Emerald Divide	10.1	800,000
Divide to U.S. 95	12.2	1,200,000
Total		2,300,000
Total Shoshone County		300,000
Total Latah County		2,000,000

Additional Information: This main road serves two major drainages and connects State Highway 43 and U.S. 95. The road on the Palouse River side is now a single lane gravel surfaced road; the Emerald Creek portion is a single lane dirt surfaced road.

The drainages that this road serves contains over 680 million board feet of timber and provide approximately 13 million feet of timber a year to the local sawmills.

Construction of this facility would provide a cut-off road for timber haulers that transport logs from the Clarkia area to the Potlatch area. This cut-off would save approximately 15 miles haul for this timber and reduce hauling cost by \$2.25 per board foot.

This road serves the well known "Garnet Gulch" area and receives tremendous use from "rock hounds." There is also commercial garnet mining operations in the Emerald Creek Drainage. The traffic count at present is in excess of 125 vehicles per day but if the road were upgraded this figure would be increased to at least 250 vehicles per day during the summer season.

4. Project Name: Palouse Divide Road

Forest: St. Joe.
County: Latah and Benewah.

Description of Termini and Location: This road begins at the end of the county road north of Potlatch and generally follows the Palouse River divide in an easterly direction. It crosses highway 95A at the Ski Bowl and terminates at the saddle between Big Sand Creek and Moose Creek. Total length: 43 miles—34 miles existing. Proposed standard: Single lane road with turnouts and gravel surface.

Cost of Construction and Reconstruction:

1. Potlatch to Highway 95A (Ski Bowl)	\$788,000
2. Ski Bowl to Emerald Creek Divide	632,000
3. Emerald Creek Divide to Moose Creek Road	355,000
Total	1,799,000

Additional Information: This narrow dirt road generally follows the ridge tops and is not important as a timber haul road. However, minor amounts of timber will be brought out over the road from small sale activity and insect or disease salvage operations. Use of the road by people harvesting minor forest products such as berries, mushrooms, and gem quality stones does not exceed 200 visits per year at the present time. Improved roads will increase this use to 600-800 visits per year.

When access is developed, it is planned to develop a vista point on Bald Mountain, which is adjacent to this road. Visits by sightseers to this scenic point and the entire drive can be expected to increase from the present negligible amount to 1200 visits per year. When an adequate road is provided, hunter use of this road will also increase when it will be possible to travel the route with the family car or conventional drive pickup.

5. Project name: Vassar Connection Road

Forest: St. Joe.

County: Latah.

Description of Termini and Location: This road begins at Highway 7 near Avon and terminates at Highway 8, between Hog Meadows and Bovill. Length: 11.9 miles. Proposed standard: Single land road with turnouts and graveled surface. Cost of Reconstruction: \$492,000.

Additional Information: Most of the present road is narrow and winding, barely passable most of the year except to four wheel drive vehicles. This road serves an important grazing area containing several large meadows that support 680 head of beef cattle for a five month period. The cattlemen must be able to move these livestock to the range and to marketing areas quickly and economically. This is impossible with the present road.

Multiple Use demonstration areas are either existing or planned that are designed to inform the public about good range management practices, multiple use of timbered areas for timber growth, forage production, wildlife habitat, recreation and water production.

6. Project Name: West Fork Potlatch Creek Road #1954

Forest: St. Joe.

County: Latah.

Description of Termini and location: Begins at Highway #43 near Collins and follows the West Fork to the Palouse Divide. Length: 6.0 miles. Proposed Standard—Single lane gravel with turnouts. Cost of Reconstruction: \$240,000.

Additional Information: This low standard dirt road is in a poor state of repair. An improved road in this area will facilitate the management of 3000 acres of young sapling and poles stands of white pine that are now inaccessible most of the year.

The West Fork has about five miles of fishing stream which will become accessible to early and late season use that is now excluded because of poor roads.

7. Project Name: Moose Creek Road #381

Forest: St. Joe.

County: Latah.

Description of Termini and Location: This road begins at Highway 8 near Bovill and follows Moose Creek to the divide and down Big Sand Creek to the Palouse River Road. Length: 16.0 miles. Proposed Standard: Single lane road with turnouts and graveled surface. Reconstruction Costs: \$712,000.

Additional Information: The Moose Creek section of the road is a low standard dirt road, full of mud holes and obstruction. The Big Sand Creek section has been improved to some extent through logging activities, but not to the standard desired.

Approximately 100 million board feet of timber is tributary to this road and will be affected by the improved access. A good standard road will provide log haul facilities to the Bovill area, and will reduce present hauling costs to the Potlatch area.

Recreation visits over the present road do not exceed 3000 visits per five month period. Because of its strategic location, a better road could increase this total to 15,000 per season.

8. *Project: Charlie Creek Road #299*

Forest: St. Joe.

County: Benewah.

Description of Termini and Location: Begins at Emida on Highway 95A and follows Charlie Creek to the Palouse Divide Road. Length: 10.7 miles. Proposed Standard: Single lane graveled road with turnouts. Cost of Reconstruction: \$400,000.

Additional Information: Logging activity has improved the lower end of this road by widening of the road bed and straightening curves. The upper end is in primitive condition. The entire system does not meet the required standards.

Charlie Creek is considered important as a fishing stream. Improved access will allow better utilization of this resource.

The Charlie Creek drainage contains 5,000 acres of a white pine pole stand about 70 to 90 years of age. It is extremely important that this stand be managed intensively by the most proficient manner.

9. *Project Name: Meadow Creek Road #328*

Forest: St. Joe.

County: Latah.

Description of Termini and Location: This road begins at Highway 95A and follows Meadow Creek to the Palouse Divide road near Red Rock Gulch. Length: 6.0 miles. Proposed Standard: Single lane road with turnouts and gravel surface. Cost of Reconstruction: \$240,000.

Additional Information: This road has been somewhat improved by logging activities but has no gravel surface, and becomes dangerously slick in the wet seasons.

This road will provide an all weather access to the proposed Cedar Grove Campground which will contain 20 units. The campground, located 3.5 miles from the highway, will help relieve the need for camping facilities for highway travelers.

Meadow Creek is considered important as a fishing stream. The demand for fishing waters is great in this area and improved access will benefit this end.

Several private ranches are located along the lower end of the project and a better road will aid in the management of these ranches and surrounding private lands.

10. *Project name: East Fork Bear Creek Road #381A*

Forest: St. Joe.

County: Latah.

Description of Termini and Location: Begins at the Moose Creek road and follows down the East Fork of Bear Creek to the Vassar Connection road. Length: 4.0 miles. Proposed Standard: Single lane road with turnouts and graveled surface. Cost of Reconstruction: \$105,000.

Additional Information: This road has been partially rebuilt on the lower end. The upper end is in a primitive condition and must be re-constructed to meet the desired standard.

Important as a connection from the termini of the Palouse Divide road south to Highway 7. People traveling the Palouse Divide may connect with a paved road quicker by using this route.

FUREY, FUREY & BENNETTS,
ATTORNEYS AT LAW,
Salmon, Idaho, April 1, 1966.

HON. LEN B. JORDAN,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JORDAN: This will answer your letter of March 11, 1966, enclosing your memorandum of the same date addressed to "Idaho Forest Road Users" requesting information to assist in preparing a case for an increase in forest road appropriations. We are pleased to submit the following information with respect to the Salmon National Forest which includes the information in this

letter and the map which accompanies the letter. Various areas referred to in this letter are keyed to the map by number. The other information on the map and in the legend of the map is self-explanatory. By way of preamble I might say that this information is the result of considerable careful study by people who are intimately familiar with the subjects covered and area involved. One of the individuals who did a great deal of the work in compiling this information was an employee of the Forest Service in the Salmon National Forest as a seasonal fire guard from 1922 to 1928 and as a full time forest ranger in various districts of the Salmon National Forest from November of 1928 until March of 1960 when he retired from the Forest Service. Since March, 1960, he has been employed by the Salmon Office of Intermountain Lumber Company as a forester and all of his work for the company has been in the various areas of the Salmon National Forest.

AREA 1: TWELVE MILE CREEK

Twenty miles of road are needed in this area, the estimated cost of which would be \$200,000. Resource development resulting from this road construction would be as follows:

a. *Grazing*.—300 cattle from six ranches are licensed to graze in this area. Management of the grazing area would be considerably improved.

b. *Mining*.—two deposits of copper and gold ore known to be in this area. Lack of roads has delayed exploration work.

c. *Timber*.—40 MM board feet of timber would become available. Estimated value of consumer products manufactured from timber at \$100 per M is \$4,000,000. Annual loss from fire, insects and old age is estimated at 2 MM or a value of \$200,000.

d. *Recreation*.—

- (1) Twenty miles of fishing stream opened to use;
- (2) Thirty thousand acres of good hunting area opened to use;
- (3) Five possible camp and picnic sites made available.

e. *Protection and management*.—

- (1) Loss from fire, insect and old age in timber reduced 75% by proper harvest;
- (2) Better management in grazing use will be accomplished;
- (3) Better management of game herds. Elk and deer occupy the area.

AREA 2: LAKE CREEK

Twenty miles of road needed. This road should be a high standard road, the estimated cost of which would be \$400,000.

a. *Recreation*.—

(1) This road would serve Williams Lake, a well-known fishing, water sports and resort area. Williams Lake now has one resort which is served by a low standard toll road on private land. With construction of the above mentioned public road an additional resort can, and very probably will, be constructed on National Forest Land.

(2) Six miles of good fishing stream will be opened up.

(3) Williams Lake now provides considerable boating but could support a large increase in this activity.

(4) Ten thousand acres of good hunting area will be opened up.

(5) Three camp and picnic sites will become available for development.

b. *Timber*.—20 MM board feet of timber would be developed the estimated value of which is \$2,000,000. Annual loss from fire, insects and old age estimated at 1,000,000 board feet with an estimated value of \$100,000.

c. *Protection and management*.—

(1) Loss in timber to fire, insects and old age can be reduced by about 75%.

(2) Better management of grazing in the area.

(3) Better management of game herds in the area.

AREA 3: IRON CREEK

Fourteen miles of road needed the estimated cost of which is \$114,000.

a. *Timber*.—28 MM board feet would be developed the value of which is estimated at \$2,800,000. Annual loss to fire, insects and old age estimated at 1.4 MM board feet the estimated value of which is \$140,000.

b. Recreation.—

- (1) Four possible camp and picnic areas would be made available for development.
- (2) Eight miles of fishing stream will be opened.
- (3) A loop route for snowmobile enthusiasts will be provided for winter sport. Loop route will also be provided for summer sight-seeing.
- (4) Ten thousand acres of good hunting area will be opened.

c. Protection and management.—

- (1) Better management of game in the area.
- (2) Will reduce timber loss by 75% by making it possible to harvest diseased and infected timber now in the area.
- (3) Improve effectiveness of fire control.
- (4) Improve management of grazing of 100 head of cattle now licensed in the area.

AREA 4: BIG DEER CREEK

Twenty miles of road needed at an estimated cost of \$300,000.

a. Mining.—three large deposits of copper and cobalt known to be in this area. The area has been diamond drilled, this ore deposit is a continuation of the deposit which has been mined for a number of years at the well-known Cobalt Mine. Depending on the market for cobalt and copper this could be a substantial mineral development. This additional road would be necessary to open up these new ore deposits.

b. Timber.—60 MM board feet of timber in this area would be made available by this road. This timber is heavily infected with insects and will become unmarketable in a short time if not harvested. The value of this timber at \$100 per M is \$6,000,000. The annual loss from insects at the present rate of 10% per annum is 6 MM feet or an annual loss of \$600,000 each year that this timber is not harvested.

c. Recreation.—

- (1) Twenty miles of fishing streams opened to fishing.
- (2) Fifty thousand acres of good hunting area opened (deer, elk and mountain sheep).
- (3) Five good camp and picnic sites made available for development.
- (4) Large scenic, mountainous and wilderness type area opened up at the head of Big Deer Creek.

d. Grazing.—none.

e. Protection and management.—loss of timber from fire, insect and old age can be reduced at least 75% by harvesting. Fire loss can be reduced by better access. Road will provide better game management through better control of game harvest.

AREA 8: CLEAR CREEK-GARDEN CREEK

Twenty four miles of road needed at a cost of \$240,000.

a. Mining.—none.

b. Timber.—58 MM board feet of an estimated value of \$5,800,000. The annual loss from fire, insects and old age is estimated at 2.5 MM board feet for an annual dollar loss of \$290,000.

c. Recreation.—

- (1) Twenty miles of fishing stream opened.
- (2) Four good camp and picnic sites made available for development.
- (3) This route would lead to the famous Bighorn Crags scenic area. Tremendous potential for making highly scenic area available for motoring public.

d. Grazing.—very limited, mostly pack and saddle stock.

AREA 6: EBENEZER CREEK

Seven miles of road needed at an estimated cost of \$35,000.

a. Timber.—20 MM board feet the estimated value of which is \$2,000,000. Annual loss from fire, insects and old age is 1 MM board feet or an estimated annual dollar loss of \$100,000.

b. Recreation.—limited. About the only recreational use would be hunting and sight-seeing.

c. Grazing.—none.

d. Protection and management.—road would reduce timber loss by 75%. Would also reduce chances of fire spreading in this area to either Colson Creek

which is of high value or Owl Creek with very high timber and recreational potential.

AREA 7: OWL CREEK

Thirty miles of road needed at an estimated cost of \$300,000.

a. *Timber*.—80 MM board feet of an estimated value of \$8,000,000. Annual loss from fire, insects and old age 4 MM board feet or an estimated annual dollar loss of \$400,000.

b. *Grazing*.—none.

c. *Recreation*.—

(1) Twenty five miles of fishing streams will be opened.

(2) One hundred thousand acres of good hunting area opened up.

(3) Ten camp and picnic areas will be made available for development.

(4) A loop route for sight-seeing from Salmon into Montana and back to Salmon could be opened up.

d. *Mining*.—three deposits of gold ore are known to be in the area. Lack of transportation has held back development.

AREA 8: INDIAN CREEK

Fifteen miles of road needed at an estimated cost of \$150,000.

a. *Mining*.—four deposits of copper and gold are known to be in the area. Roads are needed for development and exploration of these deposits.

b. *Timber*.—30 MM board feet with an estimated value of \$3,000,000. Annual loss due to old age, insects and fire 1.5 MM board feet with an estimated annual dollar loss of \$150,000.

c. *Recreation*.—

(1) Ten miles of fishing streams opened up.

(2) Thirty thousand acres opened to hunting.

(3) Four camp and picnic sites opened for development.

(4) Large area opened to general sight-seeing.

d. *Protection and management*.—annual timber loss can be reduced 75% by proper harvesting and better fire protection. Game can be managed on a controlled basis.

AREA 9: PINE CREEK—STORMY PEAK

Twenty miles of road needed at an estimated cost of \$200,000.

a. *Grazing*.—very limited.

c. *Recreation*.—

(1) Ten miles of fishing streams opened.

(2) Four camp and picnic sites made available for development.

(3) One Girl Scout Lodge on the edge of the area needs a better road for better access and safety reasons.

(4) Twenty thousand acres opened to hunting of elk and deer.

(5) A large area opened up to general sight-seeing.

d. *Timber*.—50 MM board feet in the area with an estimated value of \$5,000,000. Annual loss to fire, old age and insects 2.5 MM with an estimated value of \$250,000.

e. *Protection and management*.—annual timber loss can be reduced 75% by proper harvest. Fire control will be benefitted. Game management can control numbers on the range by better harvesting with better access.

AREA 10: MOOSE CREEK

Twenty miles of road needed at an estimated cost of \$160,000.

a. *Mining*.—three gold, copper and thorium deposits are known to exist in the area. Lack of transportation has held up development.

b. *Timber*.—20 MM board feet of timber available with an estimated value of \$2,000,000. Annual loss from insects and old age is 400 M board feet with an estimated value of \$40,000.

c. *Recreation*.—

(1) Fifteen miles of fishing streams opened.

(2) Three camp and picnic sites opened for development.

(3) Loop route to old mining camps in Leesburg Basin. Possible loop road for snowmobile sports. Twenty thousand acres opened to hunting.

d. *Protection and management*.—annual loss from timber reduced 50%. Fire control improved. Better range management for both game and cattle. Four hundred cattle use the area from six ranches. Elk and deer summer and winter in the area.

AREA 11: WITHINGTON CREEK

Eight miles of road needed at an estimated cost of \$80,000.

a. *Mining*.—one large partially developed copper deposit in the area. Further development would be possible with improved access.

b. *Timber*.—6 MM board feet of timber with an estimated value of \$600,000. Annual loss to insects and old age 189 M board feet with an estimated annual dollar loss of \$18,000.

c. *Grazing*.—200 cattle from four ranches use the area. Grazing management would be improved.

d. *Recreation*.—

(1) Twenty thousand acres opened to hunting.

(2) Five miles of fishing stream opened.

(3) Excellent potential for ski area development. Ski experts including former president of Pacific Northwest Ski Association say this is one of the best potential ski areas in the Salmon Forest. This could be a very large ski resort and is within a very short driving distance of the city of Salmon.

AREA 12: HAYNES CREEK

Eight miles of road needed at an estimated cost of \$40,000.

a. *Grazing*.—300 cattle from four ranches use the area. Grazing management would be improved by better access.

b. *Mining*.—no known deposits.

c. *Timber*.—12 MM board feet with an estimated value of \$1,200,000. Annual loss from insects and old age, 360 M board feet with an estimated annual dollar loss of \$36,000.

d. *Recreation*.—

(1) Six miles of stream opened to fishing.

(2) One camp and picnic site opened for development.

(3) Ten thousand acres opened to hunting of deer and elk.

e. *Protection and management*.—

(1) Loss of timber can be reduced 75% by proper harvesting.

(2) Grazing administration will be improved.

(3) Game harvest and control will be assured.

(4) Recreation, while limited, will be improved.

There are two main arteries of travel on the Salmon National Forest that will carry the traffic load from all of the above spurs:

1. The Panther Creek road from the mouth of Morgan Creek to the Salmon River via Cobalt, a distance of 65 miles. This road will carry all timber, ore and recreation travel west of Salmon to U.S. 93 on the Salmon River. It is the access road to the cobalt mine at Cobalt, Idaho. This road should be improved and hard topped at an estimated cost of \$20,000 per mile or a total estimated cost of \$1,300,000.

2. The Salmon River road from the town of North Fork on Highway 93 down the Salmon River to the Middle Fork of the Salmon River, a distance of 50 miles. This road should be hard topped as a safety measure for serval thousand car days of use each year by recreationists as well as a route for timber harvest. Cost \$20,000 per mile or a total cost of \$1,000,000.

SUMMARY

1. *Roads*.—316 miles at a total estimated cost of \$4,069,000.

2. *Timber*.—volume of timber made available for harvest—424 MM board feet, with an estimated value of \$42,400,000. Loss and destruction of marketable timber would be reduced from \$2,288,000 annually to \$572,000 annually.

3. *Recreation*.—

a. Miles of streams opened to fishing—159.

b. Acres opened to hunting—300,000.

c. Camp and picnic areas opened for development—43.

d. Resort sites opened for development—2.

e. Ski development opened—1.

f. Loop roads in miles—64.

g. The total visits to the Salmon Forest in 1965 were 250,000. Most of this use is concentrated at present along U.S. Highway 93 on the Salmon River, Panther Creek in the Cobalt area and Idaho Highway 28 on the Lemhi River.

4. *Mining*.—transportation routes for fifteen known ore deposits. Estimated potential jobs: Cobalt—300 men; Big Deer Creek—300 men; Indian Creek—200 men; Withington Creek—100 men; Moose Creek—50 men; Pine Creek—100 men plus nine small operations.

5. *Grazing*.—administration improved for 1,100 head of cattle.

6. *Protection and management*.—the protection and management of the entire Salmon National Forest consisting of 1,768,100 acres would be improved. Management of 11,000 cattle on the forest and 10,000 sheep on the forest would be improved. The present allowable annual cut of timber of 27.8 MM board feet could be increased to the potential allowable annual cut figure of 69 MM board feet.

7. *Equipment needed*.—State and Forest engineers figure 25% of road construction costs are for equipment. Heavy equipment useful life is placed at ten years. Contractors figure complete replacement on this basis. They figure the actual cost of doing the various jobs, then add 25% for replacement of heavy equipment. We are informed that the major part of this equipment expenses eventually ends up in the mid-western and eastern parts of the United States.

Potential man hour increase if full potential timber harvest is realized

The lumber companies in this area have made careful breakdown computations of the man hours required for the logging and milling operations as follows:

	<i>Man-hours</i>
Mill:	
Per thousand board feet.....	5
Per million board feet.....	5, 000
Logging:	
Per thousand board feet.....	6
Per thousand board feet.....	6, 000
<hr/>	
Total, labor per million board feet from the forest to the time it leaves the mill.....	11, 000

If the present 27,000,000 operable annual cut permitted by the Forest Service plan were increased to the potential 69,000,000 annual cut which could be realized by the building of the roads suggested above there would be an increase in the Salmon River area of 418,000 man hours annually. The annual man hours of employment to produce the entire potential 69,000,000 annual cut which is envisioned by the Forest Service management plan would be 759,000 man hours.

Man hour increase during the haul to market and selling phase of timber activities

Lumber companies in this area have computed that hauling the manufactured forest product to market requires two man hours per thousand board feet or 2,000 man hours per MM board feet. The man hours required to haul 69 MM board feet to market each year is 138,000 man hours per year. The companies have also computed that the man hours required to sell forest products at wholesale and retail is two man hours per thousand board feet or 2,000 man hours per MM board feet. The man hours required for this part of the operation under a 69 MM annual cut plan is an additional 138,000 man hours per year.

Total employment woods to consumer of an annual cut of 69 MM board feet:

	<i>Man-hours</i>
Production.....	759, 000
Haul to market.....	138, 000
Sell.....	138, 000
<hr/>	
Total, annually.....	1, 032, 000

NOTE.—Road construction work would be in addition to the above.

The above estimates and figures can be absolutely defended. The potential is there and the potential for increase in all of the multiple use activities of the

Forest Service with the construction of the suggested conservation trunk line roads in the Salmon National Forest is tremendous.

We appreciate having had the opportunity to submit this information, and our views, and we sincerely hope that the Congress will see fit to initiate an expanded forest road program in the Salmon National Forest and in other, similar areas.

Respectfully yours,

SHERMAN F. FUREY, Jr.

STATEMENT OF GEORGE H. RAUCH, PRESIDENT, NORTH IDAHO FORESTRY
ASSOCIATION

Chairman Randolph and members of the Subcommittee on Roads of the Committee on Public Works, United States Senate:

My name is George H. Rauch and as, President of the North Idaho Forestry Association, I represent thirty-seven forest products firms in North Idaho on whose behalf I respectfully submit this statement for the record of hearings of your Subcommittee.

The recent reports of the Forest Service operation of the national forests indicate that in most cases the objective of selling the full allowable cut of timber is rapidly being attained, that receipts from the sale of timber are increasing, that the numbers of visitors to the national forests for recreation purposes are mounting at a rapid rate, that wildlife is playing an ever increasing role in recreational use, and that in general multiple use objectives are being successfully met.

We are of the opinion that, because of the interest demonstrated by the Secretary of Agriculture and the strong efforts by the Forest Service, the above reports are factual and the national forests are contributing more to the economy and well-being of the country than ever before. At the same time, the increase in population and the growth of the economy have required that these lands continue to contribute more and more. However, if the economy of the nation and the population continue to increase, the demands placed on the goods and services from the national forests are going to require a level of investment for the future heretofore unheard of in national forest development. But it is difficult to imagine that a property with the rather fragile values of the national forests can continue operating without substantial capital improvements. Surely no industry in this expanding economy can remain solvent for long without continuous heavy outlays to increase productivity and eliminate waste.

And it is the elimination or at least the reduction of waste that I should like to dwell on in this statement. The Forest Service has done a good job of selling the allowable cut of timber, providing recreation facilities, and retaining aesthetic and watershed values.

The net annual growth of sawtimber in Idaho is estimated at one billion two hundred and twelve million feet, but the annual mortality is estimated to be one billion two hundred and eighty nine million board feet. About 40% of this loss is caused by insects and 30% by disease, neither of which is selective in the location of their attacks. A high proportion of these losses are occurring on the national forests which make up over 70% of the commercial forest land in the State. Thus, while the timber sales program progresses on schedule as roads are extended into the national forests, a tremendous volume in addition to the allowable cut is going down the drain.

Because of the dispersed pattern of these losses and the light volume of salvage per acre, it is economically impossible to finance road construction through timber sales which are confined to salvage only. In order to offer the full allowable cut, the Forest Service is forced to harvest sufficient volumes in a tract to permit purchaser construction of roads. This results in relatively healthy stands of timber being harvested, while insect and disease damaged trees are being lost back of and beyond the roaded areas.

A typical example of this is on the St. Joe National Forest in Idaho in the Simmons Creek drainage. This drainage contains a stand of timber consisting of 65 million feet of western white pine and 100 million feet of mixed species. The losses in the last five years have added up to 15 million feet of white pine worth at least \$300,000 if the main roads were in. \$250,000 would permit construction of the minimum standard main road necessary to salvage these losses

and prevent the loss of continuing annual mortality. This forest supplies timber for a local industry whose mill capacity is in excess of the allowable cut from all ownerships, competition for timber is keen, and virtually all of the road construction taking place is by timber purchasers. This national forest with an allowable annual cut of 93 million feet has had only \$475,000 of appropriated road and trail funds in the past five years. This has largely and appropriately been used to improve a multi-purpose road on the St. Joe River above Avery, Idaho, which last year experienced 65,000 recreation visits.

As the land and forestry director of a forest products corporation managing 440,000 acres of fee-owned Idaho forest land similar to but more accessible than the adjoining national forests, I can say that an annual appropriation of \$170,000,000 for providing access to the 182 million acres of national forest is modest. Our company has had to invest in the area of \$1.00 per acre per year on access for many years to bring our lands to a minimum management level and protect our stockholders' timber assets from fire, insects, and disease.

I respectfully suggest that the Congress has a responsibility to as rapidly as possible bring the national forests up to a management level comparable to private industrial forest land. Roads are the key to good management and utilization of our forest resources.

CASCADE CHAMBER OF COMMERCE,
Cascade, Idaho, April 13, 1966.

Senator LEN B. JORDAN,
Senate Office Building,
Washington, D.C.

DEAR LEN: In order to be of some assistance to you in your efforts to obtain a substantial increase in National Forest Road User Funds from Congress the Cascade Chamber of Commerce has gathered information concerning the Boise National Forest and use of the Cascade-Warm Lake Road, which may prove helpful to you. The data we have received to date are enclosed herewith.

The Cascade Chamber of Commerce certainly wishes to extend the sincere thanks of all its members for your endeavors in this direction. As you know our economy is tied directly to full utilization of all aspects of the national forests and the key thereto is improved access.

As we receive additional information the same will be forwarded to you.

Very truly yours,

CASCADE CHAMBER OF COMMERCE,
By ROBERT REMAKLIS, *Secretary.*

Cascade—Warm Lake Road use, 1965

<i>Primary purpose</i>	<i>No. people</i>	<i>No. man days</i>
Camping-----	9,702	30,076
Picnicking-----	1,308	1,308
Swimming-----	2,569	1,284
Big game hunters-----	4,200	18,900
Fishermen-----	9,360	28,080
Hiking and riding-----	1,500	1,737
Boating-----	3,326	6,652
Church camp, Boy Scouts, etc., organization camping-----	2,838	14,190
Sightseeing-----	3,526	4,936
Gathering forest products, huckleberries, etc.-----	1,500	1,500
Hobbies (Rockhounds, etc.)-----	40	80
Going to work-----	40,303	?
Total-----	80,172	108,745

Source: Boise Nat'l Forest—USFS

Livestock grazing on the Boise National Forest

Ranger District	Cattle Permitted			Sheep Permitted		
	Numbers	Animal Months	Acres	Numbers	Animal Months	Acres
Mountain Home D-1-----	1,156	4,319	83,473	9,389	23,324	121,953
Cottonwood D-2-----	1,089	3,828	48,333	10,285	27,801	112,464
Idaho City D-3-----	439	1,705	78,759	8,916	23,513	94,267
Atlanta D-4-----	230	172	900	9,020	36,037	233,884
Loman D-5-----	20	30	1,720	4,138	29,022	416,468
Emmett D-6-----	2,019	8,837	107,286	2,085	8,340	16,213
Garden Valley D-7-----	1,549	1,844	49,835	2,742	14,535	148,447
Bear Valley D-8-----	64	4,717	55,920	3,700	12,831	159,796
Cascade D-9-----	335	660	25,933	8,950	2,653	154,307
Landmark D-10-----	633	1,112	96,615			
Forest Total-----	7,534	27,224	548,774	59,225	178,056	1,457,799

There are probably a few minor instances where road construction would help but the only major road construction which would be a help to alleviate trailing would be completion of the Deadwood road.

SOUTHERN IDAHO FORESTRY ASSOCIATION,
Boise, Idaho, March 23, 1966.

MR. TAYLOR BOWLDEN,
President, Chamber of Commerce,
Cascade, Idaho.

DEAR TAYLOR: Spent some time with Boise National Forest people last week and through the courtesy of Supervisor, Howard Ahlskog, was given the following data which you can use to support information to Senator Jordan in regard to main line conservation roads necessary to maintain the economy of Cascade.

Following are the estimated amounts needed to complete these roads to a double lane, normal traffic standard.

Warm Lake to Landmark-----	\$990,000
Landmark to Yellowpine-----	910,000
Landmark via Capehorn to junction with Stanley road-----	2,947,000
Deadwood Reservoir to junction with Warm Lake-Stanley Road (13½ miles)-----	500,000
Warm Lake-South Fork Salmon to boundary of Payette National Forest (10 miles)-----	500,000
Total amount needed-----	5,847,000

Following are the volumes of timber tributary to these roads that could move over them if harvested. These figures also are furnished by Boise National Forest personnel.

	Million board feet
Yellowpine to Landmark-----	736
Capehorn to Landmark-----	1,120
Deadwood Reservoir to Landmark-----	230

This gives a potential volume of 2,086 million board feet that would come past Landmark down the Warm Lake hill to Warm Lake.

From the South Fork of the Salmon, from the Boise National Forest boundary to Warm Lake; there is a potential 204 million feet, and from the Cupp Corral-Warm Lake area a potential 377 million feet.

This is a total of 2,667 million board feet indicated by the Forest Service as being mature sawtimber, all species.

Much of this timber will be lost if these roads are not built to a standard that makes it possible to deliver to a manufacturing plant.

The construction of these roads would require the use and purchase of much machinery and equipment; and, furnish employment to a sizeable operating crew. This would all contribute to the local, State and National economy.

I might suggest that you consult with someone knowledgeable in construction costs and have them give you an estimate of the equipment investment needed and the crew needed if this transportation system could be built over a ten year period spending \$585,000 each year. Would take in the neighborhood of \$385,000 in equipment and a 25 man crew. Just a guess.

Harry Nock has contacted Louise Shaddock in regard to recreation potential, and will send you these figures as soon as he receives them.

I hope this information will be helpful in your response to Senator Jordan's inquiry.

These figures were all furnished by the Forest Service, but are still only educated estimates and not for publication.

Very truly yours,

ROBERT D. HAYES.

PRIEST RIVER CHAMBER OF COMMERCE,
Priest River, Idaho, April 15, 1966.

HON. LEN JORDAN
U.S. Senator
Washington, D.C.

DEAR SENATOR JORDAN: Thank you for your inquiry and work on the mainline U.S. Forest access roads for Idaho.

Enclosed is some information relative to the Priest River, Priest Lake river drainages.

Sincerely,

INDUSTRIAL & NAT'L RES. COM.
By L. E. RUNNELS
Chairman.

KANIKSU NATIONAL FOREST, IDAHO FOREST ACCESS ROADS, UPPER PRIEST RIVER,
PRIEST LAKE AND PRIEST RIVER DRAINAGES

The following overmature timber could be harvested and the recreational facilities constructed if the access roads were available.

1. *Westside Priest Lake Road #237.4*

Extending from Granite Creek to Beaver Creek along the west side of Priest Lake in Bonner County. Contracts to clear cut, grade and gravel nine miles, (9) of double lane main line (24 ft.) access road for forest harvest and recreational facilities.

Forest Products: 150,000,000 B.F. overmature western mixed timber, plus cedar poles, posts.

Recreation:

- A—6 Public camp grounds, 140 Family Units.
- B—2 Public Picnic Areas, 32 Family Units.
- C—2 Public Swimming Sites.
- D—2 Public Boating Sites.

2. *Boundary Creek-Stagger Inn Road #287*

Northern-most Eight miles, (8). Requirement to clear cut, grade and gravel main line double lane (24 ft.) road bed for access to overmature timber, permitting development of camping sites, hunting and mineral prospecting.

Forest Products: Total both basins listed below.

Recreation: 4 Public camp grounds, 48 Family Units.

Mineral: Open to prospecting.

Rock Creek Basin Road #637

Requirements to clear cut, grade and gravel surface, five and four tenths miles (5.4) of 12 ft. single lane road bed for access to overmature timber on high mountain terrain.

Forest Products: 197,000,000 B.F. of Western mixed timber, plus cedar poles, posts, etc.

Recreation: Hunting, Trail Hikes and Exploring.

Mineral: Open to Prospecting.

Snowy Mountain—Salmo River Drainage

Requirement to clear cut, grade and gravel, five miles (5) of single lane (12 FT.) road bed for access to 120,000,000 B.F. of Western mixed timber that because of terrain must be routed to Boundary Creek—Stagger Inn Road #287. This rugged area is excellent for hunting, exploring and mineral search.

4. Bench Creek-Upper Jackson Creek-Hughes Fork Drainages #1391

Requirement to clear cut, grade and gravel surface 12 miles, (12) of single lane road bed for access to overmature timber in high mountain terrain.

Forest Products: 90,000,000 B.F. of Western Mixed timber plus cedar poles and posts.

Recreation: Hunting and trail hikes.

Mineral: Open for prospecting.

OTHER

Single isolated timber units that are too far from main line access roads for public operators bidding, because of road building requirement. These unit volumes will be lost and become a fire hazard without some provision for access to the areas.

1. North Baldy unit

Requirement for nineteen miles, (19) clear cut, and grade single lane (12 Ft.) road bed to salvage 20,000,000 B.F. of overmature mixed timber, plus recreational benefits.

2. Hoodoo Divide-Pend Oreille River drainage unit

Requirement for twelve miles, (12) clear cut, and grade single lane (12 Ft.) road bed to salvage 20,000,000 B.F. of overmature Mixed timber.

NOTES.—Western Mixed Timber Species consists of the following:

Idaho White Pine-Western Red Fir.

Ponderosa Pine-White Fir.

Lodge Pole Pine-Larch-Tamarac.

Hemlock-Cedar.

Overmature Western Mixed Timber is classed at 200 Plus years old and is at the point of rapid deterioration.

The above designated Access roads will be needed in the immediate future to maintain the present allowable annual cut and maintain the present employment level.

All of Unit Areas #2, 3 and 4 are open to prospecting and are about twenty five miles (25) East of the rich Metaline Lead and Zinc developments in North-eastern Washington.

BONNERS FERRY CHAMBER OF COMMERCE,
Bonnors Ferry, Idaho, May 19, 1966.

Senator LEN JORDAN,
Senate Chamber,
Washington, D.C.

HON. SENATOR JORDAN. Upon receipt of your letter requesting information regarding the need for forest road access funds in this community we contacted the local forest service office for facts and figures.

Enclosed you will find a report prepared by the Bonners Ferry Ranger District of the Kaniksu National Forest. However, in this report they did not make an estimate of the number of tourists or sportsmen who would be making use of these roads. We feel this is a big potential as the tourist business is fast becoming a big business.

We appreciate the support you are giving this program and if you have further questions please contact us.

Very truly yours,

ROBERT M. PACE, *President.*

ROAD ACCESS NEEDS—NATIONAL FOREST LANDS

(A Report Prepared By Bonners Ferry Ranger District and Forest Supervisor, Kaniksu National Forest)

Access needs construction¹

[Prepared by Neil Howarth, District Ranger; Bill Stockman, District Engineer; Doyné Tank, Resource Assistant]

Priority	Road No.	Name	Construction length	Estimated overmature timber volume (million feet board measure)	Estimated cost	Use	Remarks
2	282	Boundary Creek, Stagger Inn	32.2	175	\$2,450,000	Timber and recreation	Recreation—Potential campground, 4 each, off district access to Priest Lake.
1	417	Bonners-Porthill (Westside)	12.7	300	1,270,000	do	3 accesses to Priest Lake—Adjacent potential recreation sites ¹ .
6	2443	Cutoff Peak	20.5	175	561,000	do	Recreation—Access to mountain lakes and high scenic country in Long Canyon Creek and Myrtle Creek.
12	2405	Myrtle Basin	9.0	40	225,000	do	Recreation—Access to mountain lakes, scenic high country from Myrtle Creek to Long Canyon Creek.
8	2426	Farnham Ridge	24.0	50	840,000	do	Dominately for timber access.
4	2481	Fan Dago	14.0	13	600,000	do	Heavy timber use; light recreation use, occasional hunters.
3	2692	Cascade Ridge	3.5	62	92,000	do	Heavy timber use; light recreation use, hunters and sightseers.
7	2454	Shorty Rd	3.5		60,000	Timber	Heavy timber use, primarily connection road.
10	2481	Harvey Creek	3.5	30	92,000	Timber and recreation	Heavy timber use; light recreation use, hunters.
13	397.2	Camp 9	5.0		100,000	Recreation and administration	Heavy recreation use—Hunters, berrypickers, sightseers; administration—Timber management immature stands.
9	2573	Hogue	3.0	15	87,000	Timber and recreation	Heavy timber use; light recreation use, hunters.
5	2485	Helroaring	6.0	41	120,000	Timber	Heavy timber use.
11	2538	Baldy Rd	1.5	5	22,000	Timber and recreation	Moderate timber use; light recreation use, hunters.
14	2439	Burnt	12.5	25	315,000	do	Heavy timber use; light to moderate recreation use, high mountain lakes.
		Total	150.9	931	7,834,000		

¹ This includes the access needs on the Bonners Ferry Ranger District for a 10-year development program ending June 30, 1976.

NOTE.—Priority subject to change due to changes in plans, programs, financing, etc.

Access needs reconstruction

Priority	Road No.	Name	Reconstruction length	Resurfacing (miles)	Total estimated cost	Use	Remarks—Type and degree of use
5	634	Trout Creek.....	3.5	9.4	140,000	Timber and recreation.....	Heavy recreation use—Provides access to high mountain lakes.
6	633	Myrtle Creek.....		4.0	16,000	do.....	Heavy timber use; light recreation use, primarily by sightseers.
12	432	Ball Creek.....		9.0	40,000	do.....	Heavy timber use; medium recreation use—Potential recreation site adjacent to road (1).
7	636	Grass Creek.....	5.4	8.4	112,000	Timber, range, and recreation.	Heavy timber use; medium recreation use, hunters and fishermen—Potential recreation site adjacent (1); range, important grazing allotment.
4	2455	Saddle Creek.....	3.6	3.6	35,000	Timber.....	Heavy timber use.
3	272	Hall Mountain.....		10.0	40,000	Timber and recreation.....	Heavy timber use; medium recreation use, hunters and berry-pickers—Potential recreation site adjacent (1).
2	1004	Brush Lake.....	2.0	2.0	34,000	Recreation.....	Heavy recreation use.
13	397.1 397.3	Camp 9.....	7.0	7.0	84,000	Recreation and administration.....	Heavy recreation use, hunters, berry-pickers, sightseers, administration—Timber management, immature stands.
9	1005	Smith Lake.....	2.0	2.0	20,000	Recreation.....	Heavy recreation use—Potential Smith Lake campground.
8	449	Robinson Lake.....	1.5	1.5	15,000	do.....	Heavy recreation use—Potential (2) campgrounds and boat access to Robinson Lake.
11	2538	Baldy Rd.....	3.0	3.0	30,000	Timber and recreation.....	Moderate timber use; light recreation use, hunters.
1	211	Moyie River.....	17.0	17.0	595,000	do.....	Moderate timber use; heavy recreation use, campgrounds are: 1 existing and 2 potential.
10	435	Deer Creek-Spread Creek.....		11.0	44,000	do.....	Heavy timber use; light recreation use, hunters—1 potential recreation site.
	871	American Mountain.....		10.0	40,000		
		Total.....	45.0	97.9	1,245,000		

NOTES.—Reconstruction is primarily on system roads that were constructed by timber sales but not to the standard desired, additional volumes removed over these roads will not finance the reconstruction. Priority subject to change due to changes in plans, programs, financing, etc.

Summary access road needs, Kaniksu, Idaho ¹

[Prepared by Forest Supervisor, Kaniksu National Forest]

Priority	Road No.	Name	Miles	Type of use	Estimated overmature timber volume (million feet board-measure)	Estimated cost
1	417	Bonniers-Porthill	12.7	Timber and recreation	300	\$1,270,000
2	282	Boundary Creek	53.5	do	175	4,080,000
3	237	West Side Priest Lake	18.1	do	150	1,720,000
4	2612	Kootenai View	15.5	Timber, recreation and grazing	75	1,320,000
5	629.2	Rapid Lightning	(2)	do	40	72,000
6	2405	Myrtle Basin	9.0	Timber and recreation	40	225,000
7	1050	Scenic Dr	45.5	do	50	2,960,000
8	1080	Main connection	4.3	do	50	65,000
9	2454	Shorty	6.0	do	100	174,000
10	637	Rock Basin	9.0	do	60	180,000
11	1391	Bench Creek	9.5	do	65	285,000
12	2443	Cutoff Peak	20.5	do	175	561,000
13	211	Moyie River	17.0	do	25	3595,000
14	2439	Burnt	12.5	do	25	315,000
15	2426	Farnham Ridge	24.0	do	50	840,000
		Total	257.1		1,380	14,662,000

¹ This is a copy of the report submitted to the Regional Office, Region I, Missoula, Mont., Apr. 29, 1966. It lists the needs with no reference to a desired development period. It shows the entire needs for the Kaniksu National Forest.

² Bridge.

³ Reconstruction.

IDAHO FISH AND GAME DEPARTMENT,
Boise, Idaho, May 12, 1966.

Hon. LEN JORDAN,
U.S. Senator, Senate Office Building, Washington, D.C.

DEAR SENATOR JORDAN: Bulletins we have received indicate that hearings will be held this week and next relative to the forest road access program.

I would like to advise you that the Idaho Fish and Game Commission, in session in Coeur d'Alene, Idaho, on March 25, 1966, issued the following statement:

The Idaho Fish and Game Commission today expressed themselves as being in principle in favor of increased appropriations for federal trunk-line forest road construction. Their support, they explained, was based on the premise that the additional monies would allow the building of higher standard roads which would provide adequate safeguards for stream-side protection and erosion control.

Commission chairman Ray J. Holmes, Twin Falls, also said that "We, of course, are also concerned about the location of some roads and would expect to have the opportunity to discuss and evaluate proposed construction at an early date while they are still in the planning stage."

Quality roads would be of wildlife benefit in some areas, however, there are certain places where we feel that new or additional roads would be a detriment.

At the annual meeting of the Idaho Wildlife Federation held in March of this year a resolution was approved stating

Whereas: There is current movement for extra federal appropriations for construction of forest access main systems roads, and there may be some desirable in the public interest, and

Whereas: This movement appears to be so timber sales could be conducted without timber buyers bearing costs of access road construction, which could upgrade the standards of forest roads in the public interest, and particularly some existing roads, and

Whereas: Such access roads should be carefully planned with view to protection of the quality of the forests, with recognition that best public interest by not roading selected forest valleys where some major streams flow without road side access which results in retention of quality,

Now, therefore be it resolved: By the Idaho Wildlife Federation in annual convention at Coeur d'Alene, Idaho, on March 27, 1966, that policies of forest road construction recognize the qualities resulting from not roading all forest valleys where larger streams flow, and that access roads be carefully planned to best serve the public interest, and be of high construction standards, and

Be it further resolved, That the other agencies concerned in public resource management, such as the fish and game, water pollution control, soil conservation agencies, be included in the planning for forest access roads to be built and improved by public funds or the public lands for the public benefit.

We wish you every success in your efforts to secure additional funds for improved forest access roads in Idaho.

Sincerely,

JOHN R. WOODWORTH, *Director.*

IDAHO WILDLIFE FEDERATION,
DISTRICT No. 1,
Coeur d'Alene, Idaho, May 16, 1966.

SENATOR JENNINGS RANDOLPH,
Chairman, Senate Public Lands Subcommittee,
Senate Office Building,
Washington, D.C.

DEAR SENATOR RANDOLPH: I understand that the Senate Public Lands Subcommittee is now studying a request that a direct appropriation be made so that the U.S. Forest Service can construct main access roads itself and then charge the cost of the roads to the timber company harvesting the timber, rather than having the timber company build the road and deduct its cost from the price of

the stumpage as is being done now. It is impossible for me to attend committee hearings in Washington but I am very much interested in this proposal—as president of the Idaho Wildlife Federation, as a state representative, and as an interested citizen—and therefore request that this statement be included in the committee's hearing record. I endorse this new proposal for the following reasons:

1. This would make it possible for the smaller operators to bid on many timber sales where they cannot now do so because of the cost of road construction and the heavy equipment required.

2. Counties would realize more revenue. This is most important to us in Idaho where nearly three-fourths of our land area is in public ownership, thus throwing a heavy burden of taxation on the remaining one-fourth to support local and state governments.

3. It would improve administration and provide the best location for these roads.

4. It would hasten the opening up of new areas for logging, thus strengthening and broadening our important, but often faltering timber industry.

5. It would also permit an accelerated harvest of diseased, insect infested and overmature timber, thus reducing economic loss and waste from these sources.

6. It would likely mean a better system of forest roads because past experience indicates that the Forest Service would probably build better roads and put them in a better location. Thus these roads would serve all legitimate uses more satisfactorily than those built by timber companies primarily for logging purposes.

7. Finally, and of increasing importance, a speedup in construction of main access roads would open new areas for outdoor recreation. As population pressures increase and people find more leisure time we observe that even here in sparsely settled Idaho we have overcrowded and inadequate campgrounds, right now. What will it be tomorrow?

I want to add one word of caution, however. These roads, whether built by the U.S. Forest Service or by the timber industry should never be permitted in locations that will jeopardize fish and wildlife habitat or scenic or other recreation values. To this end a definite provision should be included in any legislation requiring approval of the state Fish and Game Department in the location and design of these roads. A working agreement of this type has been in effect for some time between the U.S. Forest Service and the Idaho Fish and Game Department. Cooperation and results have been excellent. In my opinion, this should be required in any legislation of this type enacted.

Respectfully submitted.

ART MANLEY,
President, Idaho Wildlife Federation.

Senator JORDAN. I now submit for questions, and I would like to present the rest of the Idaho delegation, if no questions are asked.

The CHAIRMAN. Off the record for a moment.

(Discussion off the record.)

The CHAIRMAN. Now before you complete your testimony, at least from the standpoint of questioning, I would like to state for the record that I want it very clearly understood that, insofar as the Chair is concerned, the amendment that you are offering is a valid amendment. I have studied it.

That does not mean that we will incorporate it, but it does mean that it will be my purpose to have it considered in the affirmative, because as far as I can determine now, I have given deep thought to the matter, and I believe that it is a matter of real concern. I just want you to know that it will be given the consideration it deserves in this subcommittee.

At this point, I want to state that the ranking minority member of our subcommittee, Senator Cooper, wished to express to the Senators from Idaho his regret at being unable to be present, and also, he especially asked me to say to Governor Smylie that he would have desired to have heard his statement.

Senator Jordan, your statement is very forthright. We know exactly what you mean. You are pointing out the problems that are peculiar in a way to Idaho. You are asking not just relief, but a realistic approach to these problems, and I am grateful for this statement.

Is there any other member of the subcommittee that would like to make a comment before we proceed to hear Senator Church?

Senator MURPHY. I would like to say how pleased we are to have a chance to welcome the Governor here, and of course, our two distinguished colleagues. I think this is the most distinguished group of witnesses we have had, and I am pleased to be aboard. Welcome to you.

The CHAIRMAN. Now Senator Church.

Senator JORDAN. Thank you, Mr. Chairman.

The CHAIRMAN. Senator Church.

STATEMENT OF HON. FRANK CHURCH, A U.S. SENATOR FROM THE STATE OF IDAHO

Senator CHURCH. Mr. Chairman, first of all, I want to associate myself strongly with the statement that my colleague, Senator Jordan, has just presented, and to share with the Chair the time problem that now confronts this committee.

We have had our distinguished Governor from Idaho, who will make his presentation. I have prepared a written statement. I am mindful that we have others who have come a long distance, Mr. Chairman, and would hope that this committee would find time to accommodate them today.

For that reason, I shall be very brief.

Back at the turn of this century it was a familiar sight in the great forest lands of the West to see teams of horses straining at their harnesses as they snaked a load of freshly cut logs down a narrow trail.

The day of the horse has passed but, unfortunately, Mr. Chairman, the same concept of developing the road and trail system in our national forests remains unchanged.

Today, despite its efforts to provide the American public with development commensurate to our growing population, the U.S. Forest Service is forced to continue horse-and-buggy planning in the age of high-speed transportation.

The development of the network of roads in our national forests has been a process of evolution, starting with the simple logging trail that eventually widened into a forest road and became a main thoroughfare many years later. Because the prime concern then was for a means of removing saleable timber, these evolved roads proved inadequate for recreational purposes.

But a few decades ago these simple trails were enough, since the overall growth of the forest road system was slow. A smaller national population was just beginning to find the forests as sources of relaxation and recreation.

Today with a national population over 190 million persons and expected to reach 350 million by the turn of the century, roads cannot be built fast enough.

Almost from the instant a new road or trail is opened, the touring public is vying with the logger for use for the road, even to the most remote back-country regions.

We can no longer afford the luxury of leisure in the conservation of any of our natural resources whether it be in the development of river basins or forest lands.

It is not my purpose to bewail or belabor past inadequacies. The very problem we face today in the urgent need to achieve adequate development of our forest lands is the result of regressive thinking. But we can no longer delay, we can no longer defer action, nor finance national forest development on an outmoded, piecemeal basis.

Financing of the forest transportation system has heretofore fallen into four categories: First, authorized appropriations under the Federal-Aid Highway Act; second, funds returned to the Secretary of Agriculture for road construction and maintenance for forest roads and trails; third, construction of roads by timber purchases; and fourth, construction by users of national forest lands, including roads built under easement to serve private land within the boundary of the national forest.

In 1962, President Kennedy submitted his 10-year forest road development program to Congress. The accumulated authorizations since that time have lagged behind the planned road construction program by \$169 million.

In addition, the program has been further reduced by a series of catastrophes which occurred in the last three years, including an earthquake in Alaska and floods in Washington, Oregon, California, Montana, Idaho, Utah, and South Dakota.

Although Congress added \$38 million to regular authorization for fiscal years 1966 and 1967, it was still necessary to reprogram about \$18 million from regular authorizations to restore damaged roads and trails.

In 1965 by way of example, while \$33 million was appropriated for construction of forest highways under the Bureau of Public Roads program, almost double that amount, \$57 million, was spent by timber purchasers for roadbuilding in the national forests.

Such disproportionate expenditures between public and private funds for the development of a public resource is not only undesirable, but it makes for a pattern of roadbuilding that bears only the most haphazard relation to multiple-purpose public needs.

No State is now more aware of the multiple values of national forests than my own State of Idaho and few Federal programs have stirred the interest and concern of Idahoans as has the need for revitalizing our methods of forest road development.

There are today in Idaho 17,700 miles of yet to be constructed roads and trails that, under present planning and financing, will take 150 years to complete. There are 1,225 miles of roads and trails that should be brought up to standards of forest highways.

Present financial planning will require 39 years to complete this work. And there are yet another 1,560 miles of roads and trails eligible for inclusion in the system.

This in one State alone.

We do not have a century and a half. We do not even have the 39 years to upgrade one small group of roads. National economic and

recreational demands require that we immediately return to the 10-year program proposed by President Kennedy, salvage what we can of the lost years in that program, and begin an accelerated program of forest road planning.

In order to implement the needed development of our forest lands through an adequate road and highway system, it is not only necessary to increase the appropriation but to correct the antiquated system of piecemeal funding.

The basic change is embodied in the concept of general fund appropriations for such road development, under a single monetary source, eliminating the current requirements of roadbuilding as a condition of timber sales.

The need for this change is imperative. Only through long range, comprehensive forest road planning can we protect our resources from fire and pests; provide orderly marketing of timber; assure optimum competitive bidding for forest resources; eliminate road supervision problems and thereby reduce timber sales administration costs; and finally, secure an adequate system of forest roads within a reasonable time.

Accordingly, I urge the committee to recommend that \$169 million be provided in supplemental general fund appropriations to the U.S. Forest Service for fiscal year 1967, the amount that authorizations have lagged behind the 10-year program in fiscal years 1963 through 1967.

I would further urge this committee to include in its recommendations, that all future forest road systems be built through public financing, a method which has the concurrence of the Secretary of Agriculture and the support of every category of forest user.

An adequate program for financing road construction in the forest lands is a problem that is peculiar not only to Idaho, but to all the Western States, where there are large tracts of Federal forests.

The present piecemeal approach is not sufficient, and if adequate public financing were given to a roadbuilding program, it would soon pay for itself in many ways. It would increase the yield that is to say, the net yield, to the Government in the timber sales. It would protect the timber, more adequately from fire and pests and it would provide an orderly marketing for the timber, and assure optimum competitive bidding for these resources.

It would eliminate road supervision problems, and thereby reduce timber sale and merchandise costs, and finally, it would secure an adequate system of forest roads within a reasonable time for other public multiple purposes. In every way, this would represent a wise investment.

President Kennedy originally proposed a program addressed to the need, and I would hope, Mr. Chairman, that this committee would find it possible to put that program back on schedule. I simply want to emphasize how strongly I personally support the position that has been taken by my colleague and the position that I know will now be taken by the Governor of Idaho, to express my appreciation to the committee for hearing me this morning, and to also express the hope that it would be possible to hear the other members who have come from Idaho to testify.

The CHAIRMAN. Thank you, Senator Church.

We are pleased to have your testimony. It is gratifying that the Senators from Idaho, and subsequent witnesses, are here in concert on a very important matter—not only to Idaho, as you have indicated, but to many of the Western States.

You have stressed this lagging in the authorizations and the failure to do the job which you have indicated is a matter of timing. We can't allow deterioration to set in, and to deepen. Is that correct, Senator?

Senator CHURCH. It is correct, Mr. Chairman. It is a matter of considerable urgency, and we, therefore, appreciate the attention you are giving it.

The CHAIRMAN. Thank you. Now Senator Montoya, do you have any comment at this point?

Senator MONTOKA. No, I don't.

The CHAIRMAN. Senator Murphy?

Senator MURPHY. No.

The CHAIRMAN. Thank you. Now Senator Jordan, you may formally present the Governor of your State.

Senator JORDAN. Thank you, Mr. Chairman, and members of the committee. My Governor is probably as well known to the members of this committee as either me or my colleague. He has been around quite awhile, and he has been a witness before these committees of the Congress, back through the years.

It has been my pleasure to work with him for quite awhile, some 16 years, and I know that in all that time, he has been a leader in the development of forest access roads and natural resources.

Only last fall, he set up a meeting in the capital city of Boise, Idaho, to which meeting were invited a broad cross section of people who are interested in natural resources, and that was a fruitful and constructive meeting, and out of that grew some of the enthusiasm, some of the zeal that will be represented here today by other witnesses.

It is my real privilege, my pleasure, to present the Honorable Robert E. Smylie, Governor of the State of Idaho.

The CHAIRMAN. Thank you, Senator Jordan.

Governor, since our colleague has mentioned that some of us know you, I do remember and we discussed it earlier today before the committee session began—that you even did a short stint as a member of the Capitol Police Force.

Mr. SMYLIE. That is right.

The CHAIRMAN. So you were on Capitol Hill in another capacity. I often hear the President of the United States tell his friends of the time when he served as a doorkeeper, in the House of Representatives.

Governor Smylie, we are gratified that you have come this distance, you and others from Idaho. We are certain that you are knowledgeable on this matter, and we are happy to have your testimony.

STATEMENT OF HON. ROBERT E. SMYLIE, GOVERNOR, THE STATE OF IDAHO

Governor SMYLIE. Mr. Chairman and Senators, let me request of the Chair the opportunity, if I may, of asking that the statement which I have prepared be submitted in full for the record, and then

in the interest of your time and those of us who are gathered here, I will attempt to summarize the leading points of it orally in my presentation, if that is permissible, sir.

The CHAIRMAN. That will be done.

(The prepared statement referred to follows:)

STATEMENT OF HON. ROBERT E. SMYLIE, GOVERNOR OF THE STATE OF IDAHO

Mr. Chairman Randolph, I want to thank you and the other members of this Subcommittee for offering me this opportunity to express to you my concern on what I feel is a vital matter of national interest. I refer specifically to current federal policy on constructing and financing access road required for multi-purpose development of our national forests.

Our problem will be greater in the near future unless we take dramatic steps for developing roadways into these forests—steps basic to implementation of broader policies and program goals. The need is with us now. Further delay invites consequences to the national interest in these forests that are unnecessary, harmful, and costly.

I know that each of you appreciate the importance of multiple use of our forest lands in the continuing growth of our economy under the broadest possible concepts of enlightened conservation. Therefore, I will direct my remarks to what I believe are clear and sufficient reasons for Congressional action in modifying current policy in the development and maintenance of multiple-use access roads in our national forests rationally planned to accommodate every possible legitimate use of the resource.

The great Theodore Roosevelt once said something to the effect that "all the various demands upon and uses of our natural resources are so closely connected that they should be treated as part of one coherent plan and not in haphazard and piecemeal fashion." This view of the proper way to use our natural resources is certainly the heart and soul of the "multiple use concept" to which we are committed—a use concept expressed as production and harvest of wood fiber, management of wildlife habitat, responsible harvest of fish and game populations, grazing and mining, and increasing in importance, just a family outing or a Sunday drive.

We are indeed a nation on wheels. It is predicted that vehicle registration will exceed 100,000,000 in 1970. With 35 percent of those on the road driving for pleasure, the undeveloped portions of our scenic mountainous forests offer a solution for easing existing pressures for recreation space and activity.

Economically, the entire nation will benefit tremendously from integrated multiple use of our forest resources. Full opportunity, however, has been denied through the lack of adequate access roads. The economic growth of our Rocky Mountain area will be measured by our success in opening these unreserved, non-wilderness areas to the full benefits of multiple use.

Everyone understands that National Forest access facilities are important to all states having National Forests, but they are particularly important to Idaho. *We have more National Forest land than any other state except Alaska.*

The key to how well and how soon National Forest lands and resources can make their full contribution to the economic development of Idaho *lies in the rate at which these lands are made accessible.*

In June of 1960, Congress passed Public Law 517, commonly known as the Multiple Use Law. This law authorizes and directs the Secretary of Agriculture: "To develop and administer the renewable surface resources of the National Forests for multiple use and sustained yield of the several products and services obtained therefrom." The law defines "Multiple Use" as: "The management of all the various renewable surface resources of the National Forests so that they are utilized in the combination that will best meet the needs of the American people."

This expression of Congressional intent led to preparation of "A Development Program for the National Forest." This program was transmitted to Congress by President Kennedy on February 21, 1962. It was a comprehensive plan for National Forest development and resource utilization. It was a short range, 10 year program planned for 1963 to 1972, and an added and long range plan projected to the year 2000. Each of these programs was based on projections of

national needs for timber, forage, water, recreation, and other National Forest products. Those projections have, during the first four years of the plan period, proved to be most conservative.

President Kennedy's program called for appropriations, during the 10 year program, totaling \$1.2 billion to construct 79,400 miles of multiple use roads and 8,000 miles of trails.

This sum excluded maintenance, which is also financed from the National Forest Development Roads and Trails Appropriation. It was exclusive of an additional \$474 million which was to be programed for construction by timber purchasers and thus financed by deductions from stumpage prices.

Congress increased the authorization for Forest Development Roads and Trails to \$40 million in fiscal 1963, \$70 million for 1964, and \$85 million in 1965. The authorizations for 1966 and 1967 were left at this \$85 million level.

These authorizations fall far short of the amounts projected by the Kennedy Program. They amount to only about two-thirds the sums recommended. About 10 percent of the amount actually authorized was used to meet emergency flood damage costs in December, 1964 and January, 1965. We are falling behind, across the nation and in Idaho, in the construction of main National Forest development roads.

The failure to provide needed funds has meant that greater reliance was placed on financing road construction by timber purchasers. The small mill owners have been at a serious competitive disadvantage in bidding for federal timber since they cannot afford the overhead expenses of carrying heavy road construction equipment in their inventory. The economic disadvantages suffered by these small timber companies and by several smaller Idaho cities are obvious.

Idaho's share of National Forest receipts in lieu of taxes will continue to be reduced until we have federal construction of these roads, and cease buying the roads with decreased prices for timber stumpage.

I believe that sufficient funds should be appropriated by Congress to handle construction of main Forest development roads at least. Admittedly, the cost of road construction in some of our precipitous mountain areas will be high. We have learned from bitter experience that the costs of inaction can be staggering, and what I am really only asking is that Uncle Sam be a better landlord.

I can say with some pride that the last of our major access roads into State-owned forest lands are now under construction. As these roads have been built we have found that we paid a stiff price for not building them sooner. One example—the Caribou Creek Road into the Priest Lake State Forest in Bonner and Boundary Counties. Our foresters found that the drainage supported a gross timber volume of 68 million board feet. Before we got there with our road, the bugs and disease had already destroyed 20 million board feet, *or 29 percent of the total*. The diseased and insect-ridden timber was worth \$115,000 if the road had been built earlier and it could have been harvested when it was healthy.

This situation is repeated in valley after valley in our inaccessible National Forests. For example, our Clearwater National Forests. This Forest has 1,179,800 acres of commercial forest land, containing 11.5 billion board feet of sawtimber with an allowable annual cut of 212.5 million feet. In fiscal 1964, the cut from this Forest amounted to only 118.2 million feet. This Forest is made up of vast stands of overmature timber, overripe for cutting and, hence, extremely vulnerable to heavy insect and disease losses.

Access to these stands until about five years ago was attained largely through timber purchaser construction of minimum standard roads. These roads, while adequate for timber hauling, provide insufficient capacity for the evermounting recreational pressures exerted on them.

Furthermore, this means of construction often results in access only to outer fringes of vast timber stands because net value after minimum stumpage is insufficient to finance enough new road construction. The transportation system has to be built in stages, one step at a time, until after considerable lapse of time, and entire drainage is developed. Typically on this Forest, a beetle epidemic may develop twenty miles from the nearest road. By the above-mentioned procedure, five years and two timber sales in less critical areas would be required before the infestation is reached and control or salvage operations commenced.

As neither insect and disease epidemics nor fire and wind throw damage can be foreseen, the experience has been one of jumping here and there and always

being at least five years behind. And in several major drainages on this Forest, losses have exploded in one year from 1% or 2% per year to as much as 15%.

The lack of roads leading to the problem areas create a forester's nightmare.

An example in this National Forest is the Collins Creek drainage. This area is completely undeveloped and contains 110 million feet of federally owned timber. By 1964, timber losses in this drainage had risen to 15% per year.

At current market value with the main road in, the sale of timber lost in two years would have paid back the \$440,000 a good, all-purpose road would have cost. In spite of this disaster and the fact that the Clearwater National Forest has been relatively well treated regarding funds, work will not commence on developing this drainage before 1969. Other programmed commitments are more critical still.

Now, you might reasonably be expected to ask if this isn't an unusual and perhaps non-typical case. The facts are that bark beetles and blister rust disease have been causing losses of this magnitude in many areas of the forest for at least the past ten years.

The St. Joe National Forest, with an annual allowable cut of 99 million feet and losses not as disastrous as the Clearwater, nevertheless impressive, has had only \$475,000 for road and trail construction for the past five years, or less than \$100,000 per year.

Best forest management will not be achieved on these or other National Forests until the more static and deteriorating stands are all converted to thrifty growing timber through priority utilization and other management practices only possible after adequate roads have been built.

On the Boise National Forest, near our capital city, two isolated Ranger District blocks of timber had an 88 million board feet share of that Forest's allowable cut for the past five years. Only 3.8 million board feet were economically operable enough to be harvested during the period, with resulting over-cutting on more accessible districts.

The Boise Forest's last ten year management plan period had a sawtimber cut deficit of 166 million board feet.

Unless the United States builds access roads into these areas, the destruction that is now taking place among the mature and overmature trees of the overstory will continue at an accelerating rate. *This is why a good landlord would build these roads in his own best interests. It is as simple as painting a house to keep it from weather damage.*

But it is not the threat to our nation's timber store alone that leads us to call for better forest access roads.

A statement by the Arizona Game and Fish Commission could be one phrased by many such commissions, including our own. "In some instances the management of a species of wildlife will require primitive roadless conditions, while management for another will require considerable access. Without access, an adequate deer harvest would be out of the question . . ." We know that access is necessary to permit harvesting. Further, with refinement and implementation of wildlife management techniques, access will undoubtedly play a continually more prominent role.

Watershed management often requires upstream control and manipulation of forest vegetation to regulate runoff and recharge water tables. Once again, access is critical to most effective and efficient watershed management.

Access is important to mining and range management too, but for the future the real importance of these roads will be found in recreation. In this field the national interest is big, numerous and well understood.

We must remember that much of the costs of our current recreation and beautification programs arises from our failure to spend adequate sums at an earlier time in order to maintain these recreation sites and beauty spots. It would, therefore, seem reasonable to call for maintenance and development expenditures that will allow us to harvest the trees of our national forests in an orderly manner so that some of our most attractive forests can be kept in this desirable state to please the camper and sportsman.

As the forest areas are opened up, opportunities are virtually unlimited for hiking, hunting, fishing, boating and the many other activities which require few expensive and special facilities. Since active participation is a main theme in most National Forest recreational programs, the opening of new areas will create

opportunities for visitors to participate in the development and management of the raw material resources of land, water, flora, and fauna.

Those of us that come from states which encompass National Forests know, too, the economic benefits that accrue to our cities near these forests. As the forests are made more useful recreation areas we expect the nearby cities to become better sources of jobs and more attractive to investment capital. The economic strength that is generated by the users of forest recreation centers is justification alone for increased national expenditures for roads that will give access to these lands.

With due respect to existing Federal appropriations and Forest Highway funding, it is evident to me that adequate funds are not available to provide necessary access to forest resources in the State of Idaho. Access road appropriations by the Congress are necessary to permit this State to maintain its present economic momentum—a momentum that can only be derived by maximizing benefits from the State's vast resource base.

When we are dealing with creating optimum resource benefits through access, management and use, the problems are mutual not only to the state, county, and community, but also to the nation.

Being a good landlord on these forests is conservation in the truest sense of the word . . . it is conservation that Roosevelt and Pinchot would have understood and endorsed.

The nation's increasingly recreation minded people need access to their national heritage and the Congress should give it to them without delay, because the forest heritage will deteriorate rapidly if it is not properly renewed.

I was gratified on April 28, the Western Governors' Conference unanimously adopted a resolution supporting the position I am now advocating on forest access roads. A copy of that resolution has been made available for the record.

While we have recognized a variety of independent beneficial uses, we also recognize that these uses and their benefits are closely related in land management and use. We are aware that these beneficial uses should pay their share of access in the multiple use picture.

This, however, should not cloud our primary challenge—the challenge of a joint effort in stimulating and bringing realistic funding for increased access to our resource by whatever means available.

Literally speaking, we need to make roads to more rivers so that we can plant more fish for the increasing number of fishermen to catch. We need more roads to let the campers and picnickers use this vast, rugged, and productive terrain. We need roads to manage these timber lands in order to sustain the yield of these forests and to permit us to protect them from insects, disease, and from fire . . . protect them as forage range for big game and minor wildlife.

The preservation of the national trust that was implicit in the establishment of the National Forests now requires that the United States be willing to expend more money in the management of benefication and preservation of the trust.

And I think the State of Idaho, its citizenry, and its private corporations should and will be willing to find ways to do their part to assist the Federal Government in still more rational management of timber lands. We ask only that the Federal Government shoulder its responsibilities as landlord over the National Forests.

Governor SMYLIE. Let me say, first, that I want to thank the committee and you, Mr. Chairman, for offering us this opportunity to express our concern concerning current Federal policies and constructing and financing access roads that are required for the multipurpose development of our national forests, and I use the term "multipurpose" in the very broadest sense of the word.

The CHAIRMAN. Governor Smylie, since we are operating rather informally, we will straighten the record later, so even though we are talking in this way, would it break the continuity of your comments on your statement, because it is necessary for me to leave for at least a short time, if I might ask you perhaps two or three questions?

Governor SMYLIE. Certainly, sir.

The CHAIRMAN. We will place them at the proper place in your statement.

The CHAIRMAN. What is the annual allowable cut in the national forests of the State of Idaho?

Governor SMYLIE. Just a moment. I will have to check my statement on that.

The CHAIRMAN. We can have that later, if you don't have it at hand.

Governor SMYLIE. I don't have it at hand right now at the moment.

(Subsequently, Governor Smylie submitted the following tabulation pertaining to the annual allowable cut in the national forests in Idaho:)

Regulated annual allowable cut, Idaho national forests, 1965

National forest:	Million board feet	National forest—Con.	Million board feet
Boise-----	135.3	Coeur d'Alene-----	100.0
Caribou-----	13.6	Kaniksu-----	79.0
Challis-----	40.9	Kootenai-----	5.7
Payette-----	95.2	Nez Perce-----	100.0
Salmon-----	40.4	St. Joe-----	93.0
Sawtooth, Idaho portion----	20.1	Bitterroot, Idaho portion----	12.7
Targhee, Idaho portion----	54.3		
Cache, Idaho portion-----	3.4	Total-----	964.6
Clearwater-----	171.0		

The CHAIRMAN. Do you have the actual cut of the year 1965, if there are figures available and if not—

Governor SMYLIE. There are figures available, sir, and I will submit them.

(Governor Smylie subsequently submitted the following tabulation in response to the foregoing request:)

Actual cut, Idaho national forests, fiscal year 1965

National forest:	Million board feet	National forest—Con.	Million board feet
Boise-----	128.3	Coeur d'Alene-----	109.4
Caribou-----	1.1	Kaniksu-----	74.8
Challis-----	4.3	Kootenai-----	8.0
Payette-----	90.9	Nez Perce-----	109.8
Salmon-----	23.8	St. Joe-----	115.3
Sawtooth, Idaho portion----	16.4	Bitterroot, Idaho portion----	0
Targhee, Idaho portion----	17.5		
Cache, Idaho portion-----	2.2	Total-----	820.1
Clearwater-----	118.3		

The CHAIRMAN. Now, what is the amount of revenue that accrues to the counties in the State of Idaho under the Federal act? That is, 25 percent of the net receipts from the national forests cuttings that go to the counties within Idaho? Presumably, you would supply that for the record.

Governor SMYLIE. I can supply that figure.

The CHAIRMAN. For the record, also.

(Subsequently, Governor Smylie submitted the following information tabulations in response to the foregoing request:)

Idaho 25 percent funds by counties, fiscal year 1965

Ada-----	\$376	Elmore-----	48, 118
Adams-----	23, 228	Franklin-----	2, 380
Bannock-----	2, 285	Fremont-----	7, 718
Bear Lake-----	4, 646	Gem-----	4, 385
Benewah-----	5, 925	Idaho-----	239, 935
Blaine-----	9, 548	Kootenai-----	48, 481
Bonner-----	72, 391	Latah-----	13, 454
Boundary-----	70, 529	Lemhi-----	17, 948
Boise-----	63, 003	Madison-----	606
Bonneville-----	8, 351	Oneida-----	1, 746
Butte-----	1, 677	Power-----	701
Camas-----	6, 123	Shoshone-----	178, 035
Caribou-----	7, 157	Teton-----	1, 324
Cassia-----	7, 572	Twin Falls-----	1, 788
Clark-----	5, 222	Valley-----	119, 624
Clearwater-----	60, 829	Washington-----	5, 994
Custer-----	13, 477		
		Total-----	1, 054, 576

NOTE.—Unlisted counties do not participate in 25 percent receipts act funds.

The CHAIRMAN. Now, Governor, if you will proceed.

Governor SMYLIE. I know that you all appreciate the importance of multiple use of these forest lands in the continuing growth of our economy, under the broadest possible concepts of enlightened conservation, and, for that reason, I am going to direct my remarks primarily to what seem to me to be clear and sufficient reasons for congressional action in modifying current policy in the development and maintenance of multiple use access roads in these forests and a rationally planned basis that will accommodate every legitimate use of the resources.

I think that it was the great Theodore Roosevelt who once said something to the effect that all of the various demands upon the uses of our national resources are so closely coordinated that they should be treated as a part of one coherent plan and not in any haphazard or piecemeal fashion, and in view of the proper way to use our national resources is certainly the heart and the soul of the multiple-use concept which we are all committed to, a use concept expressed as the production and harvest of wood fiber, the management of wildlife habitat, the responsible harvest of fish and game population, grazing and mining, and, increasingly in importance, just a family outing or a Sunday drive.

Increasingly, as everyone knows, we are a nation on wheels, and it is predicted that vehicle registration will exceed a hundred million by 1970, and with 35 percent of that road driving for pleasure alone, the undeveloped portions, the nonwilderness portions of our scenic mountainous forests offer a solution for easing existing pressures for recreational space and activity, and I think increasingly important in the consideration of this problem will be not alone timber, but the use of these areas for the recreation of our increasingly recreation-minded population, and economically of course, the entire Nation will benefit from integrated multiple use of our forests resources, and full opportunity to do this, however, has been denied to many areas in our

Rocky Mountain States, but economic success will be measured by our ability to open these unreserved nonwilderness areas to the full benefits of multiple use.

I think everyone understands the national forest access facilities are important to all of these States, but they are particularly important to Idaho, because we have more national forest land inside the State boundaries than any State except Alaska, and the key to how well and how soon national forest land and resources can make their full contribution to the economic development of Idaho lies in the rate at which these lands are made accessible.

In 1960, Congress wisely enacted Public Law 517, which is commonly referred to as the multiple-use law, and this law authorized and directed the Secretary of Agriculture to develop a program for the renewable surface resources of the national forests for multiple use and sustained yield, and the law defines multiple use as the management of all of the various renewable surface resources of the forest so that they are utilized in combinations that will best meet the needs of the American people.

This expression of congressional intent led to the preparation of a development program for the national forests, which was submitted by President Kennedy to the Congress in 1962. This was a comprehensive plan for the national forest development resources utilization. It was a short-range, 10-year program, planned for 1963 to 1972, and added a long-range plan projected to the year 2000. Each of these programs was based on projections of national needs for timber, for forage, for water, for recreation, and other national forest products, and these projections have, during the first 4 years of the planned period, proved to be most conservative indeed.

The President's program called for appropriations during the 10-year program totaling \$1.2 billion to construct 79,400 miles of multiple-use roads, and 8,000 miles of trails.

This sum excluded maintenance, which is also financed from the national forest developed roads and trails appropriations. It was exclusive of an additional 174 million which was to be programed for construction by timber purchasers, and thus financed by deductions from stumpage prices.

Congress now increased the authorization for forest developed roads and trails to 40 million, in 1963, 72 million in 1964, 85 million in 1965, and the authorization for 1966 and 1967 were left at this 85 million level.

These authorizations in my considered view, gentlemen, fall far short of the amounts projected by the Kennedy program, and they amount to only about two-thirds of the sum recommended. About 10 percent of the amount actually authorized was used to meet major flood damage costs in December of 1964 and January of 1965 and we are falling behind across the Nation, and in Idaho, specifically, in the construction of main national forest development roads.

The failure to provide needed funds has meant a greater reliance was placed on financing road construction by timber purchasers, and the small mill owners have thus been then at a very serious competitive disadvantage in bidding for Federal timber, since they cannot afford the overhead expenses of carrying heavy road construction equipment in their inventories.

The economic disadvantages suffered by these small timber companies and by several smaller Idaho cities and communities are obvious.

Idaho's share of the national forest receipts in lieu of taxes will continue to be reduced until we have Federal construction of these roads, and cease buying the roads literally with decreased prices for timber stumpage that are a consequence of doing it that way.

I believe that sufficient funds should be appropriated by the Congress to handle construction of main forest development roads, at least. Admittedly, the cost of road construction in some of our precipitous mountain areas will be high, and at the State level, as a very substantial owner of timber, we have learned from bitter experience that the costs of inaction can be literally staggering, and what we are really only asking the United States to do is to be a better landlord.

I can say with some pride that the last of our major access roads into State-owned forest lands are now under construction, and as these roads have been built, we have found that we have paid a very stiff price for not building them sooner. Well, one example that comes to mind is Caribou Creek Road now into the Priest Lake State Forest in Bonner and Boundary Counties. Our forecasters found that the drainage supported a gross timber volume of 68 million board feet. Before we got there with our road, the bugs and disease had already destroyed 20 million board feet or 29 percent of the total produce of the forest. The diseased and insect ridden timber was worth \$115,000 if the road had been built earlier and it could have been harvested when it was healthy.

The situation is repeated in valley after valley in our inaccessible national forests. For example, our Clearwater National Forest.

This forest has 1,179,800 acres of commercial forest land, containing 11.5 billion board feet of sawtimber with an allowable cut annually of 212.5 million feet. In fiscal 1964, the cut from this forest amounted to only 118.2 million feet. This forest is made up of vast stands of overmature timber, overripe for cutting and, hence, extremely vulnerable to heavy insect and disease losses.

Access to these stands until about 5 years ago was attained largely through timber purchaser construction of minimum standard roads.

These roads, while adequate for timber hauling, provide insufficient capacity for the ever mounting recreational pressures exerted on them.

Furthermore this means of construction often results in access only to outer fringes of vast timber stands because net value after minimum stumpage is insufficient to finance enough new road construction. The transportation system has to be built in stages, one step at a time, until after considerable lapse of time, an entire drainage is developed. Typically on this forest, a beetle epidemic may develop 20 miles from the nearest road. By the above mentioned procedure 5 years and two timber sales in less critical areas would be required before the infestation is reached and control or salvage operations commenced.

As neither insect and disease epidemics nor fire and windthrow damage can be foreseen, the experience has been one of jumping here and there and always being at least 5 years behind. And in several major drainages on this forest, losses have exploded in 1 year from 1 or 2 percent per year to as much as 15 percent.

The lack of roads leading to the problem areas create a forester's nightmare.

There are examples of this in the Collins Creek drainage, on the St. Joe, and the St. Joe National Forest, with an allowable cut of 99 billion feet, and losses not as disastrous as the Clearwater, but nevertheless impressive, has only \$475,000 for road and trail construction for the past 5 years, or less than \$100,000 per year.

The best forest management will not be achieved on these or other national forests until the more static and deteriorating stands are all converted to thrifty growing timber through priority utilization and other management practices only possible after adequate roads have been built.

On the Boise National Forest, near our capital city, two isolated ranger district blocks of timber had an 88 million board feet share of that forest's allowable cut for the past 5 years. Only 3.8 million board feet were economically operable enough to be harvested during the period, with resulting overcutting on more accessible districts.

The Boise Forest's last 10 years management plan period had a saw-timber cut deficit of 166 million board feet.

Unless the United States builds access roads into these areas, the destruction that is now taking place among the mature and over-mature trees of the overstory will continue at an accelerating rate. This is why a good landlord would build these roads in his own best interests. It is a simple thing, as simple as painting a house to keep it from weather damage.

But it is not the threat to our Nation's timber store alone that leads us to call for better forest access roads.

A statement by the Arizona Game & Fish Commission could be one phrased by many such commissions, including our own.

In some instances the management of a species of wildlife will require primitive and roadless conditions, while management for another will require considerable access. Without access, an adequate deer harvest would be out of the question * * *.

We know that access is necessary to permit harvesting.

Further, with refinement and implementation of wildlife management techniques, access will undoubtedly play a continually more prominent role.

Watershed management often requires upstream control and manipulation of forest vegetation to regulate runoff and recharge water tables. Once again, access is critical to most effective and efficient watershed management and development.

Access is important to mining and range management too, but for the future the real importance of these roads, to the United States and the national interest will be found in recreation.

In this field, the national interest is big, its values are numerous and well understood.

We must remember that much of the costs of our current recreation and beautification programs arises from our failure to spend adequate sums of money at an earlier time in order to maintain these recreation sites and beauty spots.

It would, therefore, seem reasonable to call for maintenance and development expenditures that will allow us to harvest the trees of

our national forests in an orderly manner so that some of our most attractive forests can be kept in this desirable state to please the camper and the sportsman in the years to come.

As the forest areas are opened up, opportunities are virtually unlimited for hiking, hunting, fishing, boating, and the many other activities which require few expensive and special facilities. Since active participation is a main theme in most national forest recreational programs, the opening of new areas will create opportunities for visitors to participate in the development and management of the raw material resources of land, water, flora, and fauna.

Those of us that come from States which encompass national forests know, too, the economic benefits that accrue to our cities near these forests. As the forests are made more useful recreation areas we expect the nearby cities to become better sources of jobs and more attractive to investment capital.

The economic strength that is generated by the users of forest recreation centers is justification alone for increased national expenditures for roads that will give access to these lands.

With due respect to existing Federal appropriations and forest highway funding, it is evident to me that adequate funds are not available to provide necessary access to forest resources in the State of Idaho.

Access road appropriations by the Congress are necessary to permit this State to maintain its present economic momentum, a momentum that can only be derived by maximizing benefits from the State's vast resource base.

When we are dealing with creating optimum resource benefits through access, management, and use, the problems are mutual not only to the State, county, and community, but also to the Nation.

Being a good landlord on these forests is conservation in the truest sense of the word—it is conservation that Roosevelt and Pinchot would have understood and endorsed.

The Nation's increasingly recreation-minded people need access to their national heritage and the Congress should give it to them without delay, because the forest heritage will deteriorate rapidly if it is not properly used and renewed.

I was gratified on April 28 when the Western Governor's Conference unanimously adopted a resolution supporting the position I am not advocating on forest access roads. A copy of that resolution has been made available to the committee for the record.

While we have recognized a variety of independent beneficial uses, we also recognize that these uses and their benefits are closely related in land management and use. We are aware that these beneficial uses should pay their share of access in the multiple-use picture.

This however, I think should not cloud our primary challenge, the challenge of a joint effort in stimulating and bringing realistic funding for increased access to our resource by whatever means available.

Literally speaking, in terms of recreational resource, we need to make roads to more rivers so that we can plant more fish for the increasing number of fishermen to catch. We need more roads to let the campers and picnickers use this vast, rugged, and productive terrain. We need roads to manage these timberlands in order to sustain the yield of these forests and to permit us to protect them from

insects, disease, and then from fire * * * protect them as forage range for big game and minor wildlife.

The preservation of the national trust that was implicit in the establishment of the national forests now requires that the United States be willing to expend more money in the management of beneficiation and preservation of the trust.

And I think the State of Idaho, its citizenry, and its private corporations should and will be willing to find ways to do their part to assist the Federal Government in still more rational management of timberlands. We ask only that the Federal Government shoulder its responsibilities as landlord over the national forests.

Thank you very much.

Senator Moss (presiding). Thank you, Governor Smylie, for a very excellent statement. You have presented the picture as it exists in your State of Idaho, and I am sure that that picture is general in the other States where the national forests exist, certainly in all of the Western States. You have indicated your belief that we need increased funding for the building of forest roads, access roads, and forest roads.

Do you have any specific figures? As you know, there are at least two amendments pending to the bill to make some increases.

Did you have a specific figure?

Governor SMYLIE. I would express my support of Senator Jordan's amendment, as Senator Church did, and so associate myself, too, with Senator Church's remark that at least we should measure up to the requirements or the goals that were expressed in President Kennedy's 1962 program.

Senator Moss. Very good. It is of course recognized that we have been slipping farther behind in meeting those increased steps of the Kennedy program, for the past 3 or 4 years. I wrote a letter to the President on November 20 of last year, when the bill before us was being drafted and have an amendment pending in approximately the same figures as Senator Jordan.

Well, we appreciate your coming to be with us to present the point of view, and to bring your prestige of the Governor of one of our great States here to ask for the increase of authorization in this most important area, and I do thank you for your testimony.

My colleagues may have a question or two. Do you have any questions, Senator Montoya?

Senator MONTOYA. Yes. I also want to join in commending Governor Smylie for his very splendid statement. What he said about Idaho applies to practically all the western States.

Will you tell me, Governor, what percentage of the land in Idaho is now owned by the Federal Government?

Governor SMYLIE. Right at 67 percent, give or take a tenth or so, Senator.

Senator MONTOYA. And what sums do you derive for maintenance from the forest fees for the whole State?

Governor SMYLIE. I can supply that figure. I can't give it to you off the top of my head, Senator Montoya.

(The tabulation submitted by Governor Smylie entitled "Idaho 25 percent by counties," appearing on p. 238 very nearly approximates the figure requested by Senator Montoya.)

Senator MONTROYA. Now that creates a tax problem for your State, does it not?

Governor SMYLLIE. It does, yes, sir.

Senator MONTROYA. And now you mentioned here that the Kennedy goal required the expenditure of \$1.2 billion for a period of 10 years?

Governor SMYLLIE. Yes, sir.

Senator MONTROYA. So averaging out in round figures, the sum of \$100 million for construction of forest development and roads?

Governor SMYLLIE. That is right.

Senator MONTROYA. And the average for the period up to now would approximate 50 or 60 percent of the Kennedy goals?

Governor SMYLLIE. That is right.

Senator MONTROYA. So that we have to increase the appropriations, if we want to catch up with the Kennedy goals?

Governor SMYLLIE. Yes, sir.

Senator MONTROYA. And I am inclined to agree with you that the Congress should provide a mandate for more expenditure because recreation is coming into play, very prominently, all over the West, and these areas are not accessible.

Now you have made, of your department of forestry has no doubt made, a close study of the economics of having access roads to take care of the timber that would otherwise mature and become susceptible to disease, and complete loss.

Now do you feel that it would be just plain good economics, and that the expenditures could be amortized with great profit to the Federal Government and to the States, were access roads built into these areas and the timber saved and marketed?

Governor SMYLLIE. Our experience with State ownership of timber, and the State's endowments, Senator, somewhere in excess of a million acres of merchantable timber, our experience has been just that, that failure to have access to the mature and overmature stands results in an economic loss of very substantial consequence. If we can get there and manage the timber, we can make it grow faster and produce more of the timber.

Senator MONTROYA. I think it would be very helpful, and I am assuming that you have made a very complete study, section by section, and how you have been able to gain access to this timber, if you would enlarge upon your statement by giving us the economics of your expenditures, versus the revenues derived because of those expenditures, in building these access roads.

Governor SMYLLIE. I could give you those figures with respect to the Caribou Creek Range and the Priest Lake forest to which I referred in my statement, and give you a detailed breakdown of that, Senator. I would be very happy to furnish it.

Senator MONTROYA. Thank you very much.

Governor SMYLLIE. Might I enlarge on one point, Senator?

I mentioned the fact that I thought the goals of the projections on which the Kennedy program had been based had proved to be conservative. I would like to emphasize the fact that I think that the thing that wasn't taken adequately into consideration there, perhaps, was the recreation factor, and I think this is as compelling a ground of national interest in this problem as any. I can emphasize it by our own experience with hatching rainbow trout. We are now plant-

ing about 10 times as many rainbow trout—largely for Senator Moss' constituents to catch, frankly—as we did 10 years ago, and we are literally running out of rivers to put them in, because we haven't got roads to get there with the trucks that will haul them from the hatcheries and this is fairly sophisticated equipment that takes transportation of a very high order to afford it passage, and it is the recreation factor that would be served most importantly by building some of these roads.

Senator MONTROYA. I notice that appended to your statement is a breakdown of forest inventory of overmature timber.

Governor SMYLIE. Yes.

Senator MONTROYA. And also the Western Governors' Conference. Was it your desire to have this included as an appendix to your remarks?

Governor SMYLIE. Yes, we would like to have that, and I believe there are some other letters in the file. There is one from the Idaho State American Federation of Labor Committee on Industrial Organizations, one from the Bogus Basin Recreational Association, and one from the Idaho State Chamber of Commerce. These letters were addressed to the House committee of comparable jurisdiction, but they are illustrative of the point that we are making.

The CHAIRMAN. They all will be printed at this point in the record. (The exhibits are as follows:)

IDAHO STATE AFL-CIO,
Boise, Idaho, April 8, 1966.

HON. ROBERT E. SMYLIE,
Governor, State of Idaho,
Statehouse,
Boise, Idaho

DEAR GOVERNOR SMYLIE: I would like to take this opportunity to express to you my further feelings on the Idaho Natural Resources Committee.

This is a very broad-based committee, with representatives of mining, lumbering, cattlemen's and sheepmen's associations, sportsmen, labor, and the general public. Several meetings of the committee have discussed the need for access roads into our mountainous areas, and the consensus has been that it is probably necessary that additional appropriations be obtained from Congress to assist construction.

I was appointed on a sub-committee from this group to make a further study. This sub-committee drafted a resolution urging we request special appropriations to develop access roads in Idaho.

It is my personal view as a Labor representative that these roads are greatly needed to harvest over-age timber in many of these areas, as well as fire protection and to utilize grazing by cattlemen and sheepmen, and provide better access for sportsmen. Also, the building of the roads would create needed jobs in the state, and the development of timber and natural resources would create permanent jobs which we badly need to stimulate the economy of Idaho.

If I can be of further assistance in this matter, please let me know.

Sincerely yours

DARRELL H. DORMAN,
President.

BOGUS BASIN RECREATIONAL ASSOCIATION, INC.,
Boise, Idaho, April 12, 1966.

Congressman FALLON,
Chairman, House Public Works Committee,
Washington, D.C.

DEAR CONGRESSMAN FALLON: It has been my observation that the State of Idaho is encouraging the increased expenditure of Federal funds for use in improving this state's forest roads and highway system. This improvement can

benefit the people of this state and the population of the entire country in many ways, not the least of which is increased recreational use of National Forests within the state's boundaries.

I would like to use the Bogus Basin Ski Area as a prime example to point out the benefits the public receives from the expenditure of Federal funds on roads and highways.

This ski area lies just 16 miles from Idaho's capital city of Boise and is situated partially on State land but primarily on land administered by the Boise National Forest. The area was initially made accessible by the construction of a road from Boise as a W.P.A. project in 1938. By 1960, the area had reached its maximum usage due to the inadequacy of the road. At that time the Forest Service undertook a project to widen and pave the portions of the road within the boundaries of the Boise National Forest (8 miles) with the understanding that Ada County would do likewise on the lower portion which was done with the aid of Federal matching funds.

The growth of the area from that point has been somewhat phenomenal and to the degree that it was found necessary last summer to develop a mountain adjacent to the existing area for additional ski slopes. This was made possible by the construction of a 2½ mile road extension which was undertaken by the Boise National Forest at a cost of slightly over \$100,000.

The Bogus Basin Recreational Association, an Idaho non-profit corporation, has invested over \$750,000 of private capital in the area. Investment by utility companies, two television stations for transmitters and numerous private radio installations would far exceed our investment.

Bogus Basin today has grown from a local use area to one of the major ski resorts in the West with high usage from people throughout the West. This was made possible by a positive program of road improvement and construction which has resulted in the considerable investment of private capital to provide excellent recreational usage of National Forest land. The importance of winter recreation can be exemplified by the fact that the usage of the Bogus Basin Ski Area accounts for 15% of the total recreational use (summer and winter) of the entire Boise National Forest.

I feel confident that this story of success can certainly repeat itself throughout the country. It is obvious that recreation is going to play a more and more important part in the development of our society as the country continues to prosper. Winter sports by comparison to its potential is a relatively undeveloped industry. Road improvement and construction is a key to this development.

It appears to me that private capital will certainly help to accomplish the recreational aims of the government if an intensified program of road improvement and construction is undertaken through the increased expenditure of Federal funds for forest roads, highways and adjacent parking facilities.

Sincerely,

EARL CHANDLER,
President.

IDAHO STATE CHAMBER OF COMMERCE,
Boise, Idaho, April 15, 1966.

HON. JOHN C. KLUCZYNSKI,
Member of Congress, Chairman, Subcommittee on Roads, Public Works Committee, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN KLUCZYNSKI: The Idaho State Chamber of Commerce is privileged to join in this statewide appeal to your Subcommittee, urging favorable consideration of legislation to provide necessary financing for development and extension of primary, forest management roads.

Evidence of this pressing need is demonstrated by the unanimity of opinion expressed by virtually every major economic interest affected by resource utilization and development in Idaho.

The full Idaho Congressional delegation, our Governor, public and private agencies and organizations, commerce and industry, agriculture, organized labor, recreation and many other interests have joined in this united plea for action.

The Idaho State Chamber is confident that specific information will be presented to your Subcommittee by the various resource users involved. However, this organization wishes to submit the following excerpts from "A Study of the Lumber Industry in Idaho, Part I," prepared by the State Occupational Re-

search Unit, University of Idaho, under contract with the U.S. Department of Health, Education and Welfare:

"The lumber industry is an important primary sector of the Idaho economy. The northern part of the state, especially, depends on lumbering for an important part of its livelihood. Statewide, employment in lumbering (including paper and pulp, and veneer and plywood) averages some 4.5 to 5 percent of the civilian labor force. Lumbering employment in the ten northern counties, however, averages some 15 to 20 percent of the civilian labor force—more than 30 percent in some areas."

The study notes also that a critical factor in sustaining expansion of the forest products industry—and employment—is availability of sawtimber. According to the study, "Idaho lumbering could be expanded more rapidly if some of the presently inaccessible timber could be reached."

The forest products industry ranks among the major industries in Idaho, including minerals production, agriculture, recreation and food processing. It is apparent that most of this economic base is directly concerned with orderly, multiple-purpose resource management that includes adequate forest management roads.

Respectfully,

HUGH A. WILSON,
Secretary.

RESOLUTION OF THE WESTERN GOVERNORS' CONFERENCE, APRIL 24-28, 1966, RIVERIA HOTEL, LAS VEGAS, NEV.

I. FOREST ACCESS ROADS FOR MULTIPLE USE

Whereas, Vast areas of our national forest lands in the West are virtually unused and unprotected due to the continuing lack of convenient and economic access and the effective management and utilization of the many material resources of the lands are precluded by this deficiency; and

Whereas, The procedure of requiring the resource user to provide road access is no longer adequate or suitable to finance the type of high-quality, primary road that is needed for multiple-use management; and

Whereas, This type of primary access road would constitute a vital link in the major highway systems of the United States and also would open up these areas for more efficient resource management and utilization, thus increasing the general revenues of the national government: Now, therefore, be it

Resolved, That the Western Governors' Conference recommends that the Congress of the United States enact the necessary legislation to authorize the financing of primary forest management roads from the general funds of the United States Treasury and to provide an appropriation commensurate with the urgency of demonstrated needs; and be it further

Resolved, That the United States Forest Service be authorized and directed by this legislation to prepare plans to set specifications for these forest management roads and be required to give adequate notice and hold hearings on such plans in the areas or localities directly affected.

Governor SMYLIE. Let me say again, Senator Moss, on behalf of myself and my colleagues, that it is a source of very deep gratification that the committee has afforded us this opportunity to make this presentation.

Senator Moss. Thank you. Maybe Senator Murphy would have a question to ask you.

Senator MURPHY. I don't have any questions. I would like to congratulate the Governor on bringing to the attention of the committee clearly, in the most practical manner, the obligation of the committee, the obligation of the Congress, first to be practical in the business affairs of the future of our Nation, and just as important, to be practical in the preservation of the forests, the areas for the pleasure of our citizens in years to come.

We in the West are very conscious of our forests and water. We are always conscious of the need to replace cut timber. Now with the

systematic planting and cutting and rotation of timber, it becomes more necessary and more important to both use and conserve our resources so we may have continuing income made possible by the very good fortune of those who created this land. We can and should use this land, and I believe we have an obligation to use it at the present time. The longer we put it off, the more loss will have taken place, not only in time, but also in material, and the more difficult it becomes.

I think this should be the greatest consideration from the committee. I congratulate the Governor on his statement.

Governor SMYLIE. Thank you, sir.

Senator MONTOKA. May I also interject one more question, before the Governor leaves?

It wasn't mentioned in this statement, and I am sure you will agree with me. Isn't it also true that if we had more access roads into these so-called remote forest areas that we would be able to save a lot more timber than we do when a fire starts?

Governor SMYLIE. That is correct.

Senator MONTOKA. And that great losses do occur from fires in these remote areas because of their inaccessibility?

Governor SMYLIE. I think if it had not been for the invention of the airplane, in the last 20 years the United States would have lost a very great deal of timber to fire that was saveable because of that mode of transportation. This won't always be so, but firefighting is one of the reasons for roads and trails, and one of the most important.

Senator Moss. Thank you again, Governor. We do appreciate it very much.

Senator MURPHY. Mr. Chairman, may I ask the permission of the Chair at this point to put in the record a resolution of national forest development road program which was passed unanimously by the Watershed Fire Council of Southern California, and a letter I have received from the State of California Board of Forestry urging increased funding for our forest roads?

They pertain to this same subject, and I would like permission of the Chair to make them part of the record.

Senator Moss. They may be inserted in the record at this point.

(The documents referred to follow:)

RESOLUTION ON NATIONAL FOREST DEVELOPMENT ROAD PROGRAM OF THE WATERSHED FIRE COUNCIL OF SOUTHERN CALIFORNIA

Whereas, the people of Southern California use and enjoy the natural resources of the National Forests, and

Whereas, the Watershed Fire Council of Southern California—a citizens' group—recognizes the critical need for improved access facilities to help protect National Forest resources and to make these resources available to the using public, and

Whereas, the Watershed Fire Council of Southern California has gone on record before the Congress of the United States in support of the 10-year Program for Development of the National Forest which program includes access facilities, and

Whereas, appropriations to finance the road construction part of said 10-year Program for Development of the National Forests have not been forthcoming in sums approaching the needs, and

Whereas, the National Association of County Officials has recognized this cumulative deficiency in appropriations and has lent its support to a National

Forest Development Road Program necessitating \$160,000,000 each year for the next two years: Now, therefore, be it

Resolved, That the Watershed Fire Council of Southern California join the National Association of County Officials in support of this program and urge the Congress of the United States to authorize expenditure of the \$160,000,000 per year necessary to carry it out; and be it further

Resolved, That a copy of this Resolution be sent to each member of the Roads Subcommittee of the House of Representatives Public Works Committee and to each member of the Public Roads Subcommittee of the Senate Committee on Public Works, United States Congress; and be it further

Resolved, That a copy of this Resolution be sent to the Clerk of the Board of Supervisors of each of the eight member counties of this Council to be read before said Board of Supervisors and that each Board is urged to adopt a similar resolution.

STATE OF CALIFORNIA,
BOARD OF FORESTRY,
Sacramento, Calif., May 10, 1966.

Senator GEORGE MURPHY,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR MURPHY: It is my understanding the Senate Public Works Committee will be holding hearings soon on the Federal Highway Act of 1966. Among other items, this Act will provide authorization for Forest and development road and trails within the National Forests. We here in California are extremely interested in this item.

There are 17 National Forests in California. The 20,000,000 acres in these Forests provide the raw material for much of our timber industry. They provide some of our finest outdoor recreation. They protect the headwaters of our important watersheds. For these and many other reasons we have, of course, a vital interest in and considerable knowledge of how these lands are developed and managed.

We know, for instance, that the road construction of the Forest Service is falling way behind what it should be as determined by the 10-year Development Program for the National Forests submitted to Congress in 1962. The Program is falling behind for a number of reasons; rising construction costs, continuously increasing use, and adjustments to handle emergency flood repairs. The most important reason for the lag is that Congress has not authorized sufficient expenditures for this important activity.

We are disappointed that the Act now under consideration provides only an authorization of \$85,000,000 for Fiscal Year 1968. We are encouraged by the increased authorization of \$110,000,000 for Fiscal Year 1969. We feel, however, that an authorization of \$150,000,000 for both years would be a more realistic figure.

Expenditures for these Forest roads is a wise Government investment. Every dollar the Government spends on roads to provide access to timbered areas is returned to the Treasury many times over in timber sale receipts. When these timber access roads are built by timber operators there is a corresponding reduction in receipts. The Government pays either way. Roads built to improve fire protection and you know we have serious need to improve our Forest Fire protection in California—more than pay for themselves in reduced resource losses and fire suppression expenditures. Roads built to recreation areas greatly increase the opportunities for California's growing population to enjoy outdoor recreation in the National Forests.

I sincerely hope that you will use your influence as a member of the Public Works Committee to support the reasonable increase I have suggested above in the authorization for Forest roads and trails.

Very truly yours,

W. B. CARTER, *Chairman.*

Senator Moss. Our next witness is Mr. Edward P. Cliff, Chief of the Forest Service.

We are glad to have you with us, Mr. Cliff, and we look forward to your testimony. You have heard what we have been saying about

forests, you know that we are all interested in them, and dependent on them. We, therefore, will be most happy to have you put your statement in the record and testify on proposed authorizations.

**STATEMENT OF EDWARD P. CLIFF, CHIEF OF THE FOREST SERVICE,
DEPARTMENT OF AGRICULTURE; ACCOMPANIED BY M. M. NEL-
SON, DEPUTY CHIEF, FOREST SERVICE, DEPARTMENT OF AGRI-
CULTURE**

Mr. CLIFF. Thank you, Mr. Chairman. I have with me Mr. M. M. Nelson, deputy chief of the Forest Service.

Senator Moss. We welcome you, too, Mr. Nelson.

Mr. NELSON. Thank you.

Mr. CLIFF. It is a pleasure and a privilege for me to appear before this committee, and I appreciate this opportunity to make a statement in support of S. 3155, the proposed Federal-Aid Highway Act of 1966. The bill would authorize appropriations for certain roads and highways in accordance with title 23 of the United States Code.

First, I wish to report on our progress in repairing the national forest development roads damaged by the disastrous Northwest floods in the winter of 1964 and 1965. Early in 1965 Congress provided a supplemental authorization of \$38 million for the reconstruction of these roads. This involved roads in California, Idaho, Nevada, Oregon, and Washington.

S. 3155 was transmitted to Congress by the Secretaries of the Treasury and Commerce on March 21, 1966, with the recommendation that it be enacted. The Department of Agriculture joins in that recommendation.

The Department of Agriculture is particularly interested in forest highways and forest development roads and trails. However, all of the Federal-aid highways covered by S. 3155 directly or indirectly serve the national forest system. They are the links between forest and grassland resources and the people and industries of America.

Rural life is one of the major concerns of our department. Our goal is to increase the economic and cultural opportunities of rural people to insure that they can enjoy a pattern of living comparable to that of the rest of our citizens. Good roads are often the key that unlocks rural prosperity. They are the lifelines of trade and commerce. Rural businesses and industries depend on the access they provide to move the goods and raw materials they need or produce. Roads open up the bountiful recreation sites and opportunities with which our rural countryside is endowed. They serve the urban dweller seeking relaxation and open space and provide a new opportunity for the private owner who wishes to profit from use of agricultural lands not needed for crop production. This bill would assist in the construction of the adequate transportation system that is essential for the economic and social well-being of rural America.

We wish to point out that subsections 5(2) and 5(3) of the bill would differ from past authorizations with respect to forest highways and public lands highways. The subsections would authorize funds only for highways on the Federal-aid highway system. In the past,

forest and public lands highways not on the Federal-aid highway system were also funded under these authorizations. For example, in fiscal year 1965, \$2,700,000 was spent on what we term class III forest highways—forest highways not on the Federal-aid system. There are presently 3,091 miles of class III forest highways completed or planned for the forest highway system.

Senator MONTROYA. Mr. Cliff, may I interrupt you there?

Mr. CLIFF. Certainly you may.

Senator MONTROYA. You mean to tell me that the bill as introduced is going to be more restrictive than the previous authorizations?

Mr. CLIFF. What this means, Senator, is that the class 3 forest highways are not on the Federal aid system and would not be funded under the Forest Highways funds, under the language of this bill.

Senator MONTROYA. Whereas under previous authorizations you could indulge in or engage in such construction.

Mr. CLIFF. The Bureau of Public Roads could engage in such construction on the class 3 highways. These are mostly county roads, important county roads that lead into or through the national forests.

Senator MONTROYA. What is your position on this?

Mr. CLIFF. Well our position is in support of the bill in general, but we wanted to point out that this is a deviation which the committee might want to consider. What it amounts to is that the forest highways henceforth would be funded from the trust funds, and the class 3 forest highways would not be covered. There are about 3,000 miles of the class 3 highways in the present forest highway system.

Senator MONTROYA. Well, what do you call the class 3 highways? Could you give an explanation for the record?

Mr. CLIFF. They are the forest highways which are not included in the Federal aid primary or Federal aid secondary highway systems. They are mainly county roads, which are on the forest highway system.

Senator MONTROYA. And did I understand your testimony to indicate that heretofore those types of highways came within the orbit of previous authorizations?

Mr. CLIFF. Yes, sir.

Senator MONTROYA. And under the Federal highway system?

Mr. CLIFF. Under the forest highway system; yes.

Senator MONTROYA. So they would be left as orphans.

Mr. CLIFF. They would be left without funding authorization unless they could be transferred to some other system of highways to share in some kind of aid.

Senator MONTROYA. What particular funding would you suggest to preserve the continuity of this program?

Mr. CLIFF. The alternatives, as I see it, Senator, would be for the counties to finance them in their entirety, which is not very popular with the counties. They can be placed on the Federal aid highway secondary system, if the States so desire, and then they would qualify. Or they might be picked up on the forest development roads system, but our forest development roads system is underfinanced now, and and it would just mean spreading the available funds further. These are the three alternatives, as I see it.

Senator MONTTOYA. How much revenue would be lost by the discontinuance of this program to the representative States?

Mr. CLIFF. There would be no revenue loss. The authorization would be the same. It would mean that it would be spread over a smaller number of miles of highway. The States' shares would remain the same, as I understand it.

Senator MONTTOYA. Yes, but the Federal Government no doubt has made expenditures for the construction of these roads heretofore. What were those expenditures, and will they be lost to the counties?

Mr. CLIFF. Under the forest highway system financing, there is no matching requirement. This is hundred percent money, and these Class 3 forest highways qualify for construction under this fund.

Now, if they are dropped out, it means that all of the \$33 million authorization would be spent on the Class 1 and Class 2 forest highways. There are about 26,000 miles in the system. This would mean that instead of spreading the \$33 million over the 26,000 miles, it would be spreading it over about 23,000 miles of roads. The States would get the same amount of money.

Senator Moss. What the difference would be, is it not, is that under the language here, instead of the Federal Government spending 100 percent on the class 3 highways, they would have to go to one of these other alternatives, either as a State highway, where they might get 50-50 matching out of the Bureau of Public Roads, or completely county, where county would bear the whole cost of maintaining, building or maintaining the road?

Mr. CLIFF. That is correct, Senator. Except that if the State wants to reclassify these roads as State secondary, they could be kept on the forest highway system and still qualify for the 100 percent financing.

Senator Moss. Oh, they could be kept?

Mr. CLIFF. Yes, it would mean a reclassification of the road.

Senator MONTTOYA. Well, do you also agree with me that in addition to a reclassification, that there are two other alternatives open, either to include these secondary forest roads within the orbit of the authorization of the Federal highway fund for forest roads, or to relegate them back to general funding out of the general funding, through appropriations?

Mr. CLIFF. Yes.

Senator MONTTOYA. Those are the three methods.

Mr. CLIFF. That is right.

Senator MONTTOYA. Either reclassification, putting them under the Federal Highway Act, or general funding?

Mr. CLIFF. Yes, sir.

Senator MONTTOYA. Those are the three.

As the bill stands now, they would not have any sanctuary at all for funding?

Mr. CLIFF. There is no provision in this bill for funding these 3,000 miles. That is correct.

Senator MONTTOYA. Thank you, Mr. Chairman.

Senator Moss. You may proceed, Mr. Cliff.

Mr. CLIFF. Forest highways are part of Federal aid, State, county, and other public highways in and adjacent to the national forests. We have discussed some of this already.

Public lands highways are mainly highways through unappropriated public lands, certain Indian lands, and other Federal reservations, including the national forests.

The forest highways system and the public lands highways are administered by the Secretary of Commerce through the Bureau of Public Roads.

I think you will want to get this distinction. The Bureau of Public Roads handles the funds; they program the funds in cooperation with the States and the Forest Service. It is a program that they administer, but we are vitally interested in it, because the forest highways are main roads entering the national forests, and they are vital to our transportation system. That is where our interest lies.

There is a total of about 26,000 miles of roads in the forest highway system. Forest highways are an important means of access to and outlet from forest development roads and trails. They are heavily used by persons visiting the national forests for recreation and other purposes. Most of the products of the forest move over these highways en route to mill or market.

Forest development roads and trails covered by subsection 5(4) are the direct responsibility of the Forest Service of the Department of Agriculture. These roads and trails are built and maintained to preserve and provided for wise use of the many resources of the national forest system. This system consists of 186 million acres of Federal lands in 41 States and the Commonwealth of Puerto Rico. It is mostly made up of 154 individual national forests with 182 million acres and 19 national grasslands with 4 million acres. These lands are administered for the multiple resources they provide, including outdoor recreation, water, timber, minerals, forage, fish, and wildlife.

The national forest system is extremely valuable to the American people—valuable for the personal enjoyment they derive from it, and for the contributions it makes to the Nation's economy. In fiscal year 1965 these values and contributions included—

Outdoor recreation: Approximately 147 million visits were made to the national forests. Their capacity for camping and picnicking at developed sites is about 425,000 people at one time. Winter sports facilities can accommodate a safe one-time capacity of 270,000 persons.

Timber: A timber cut of about 11.2 billion board feet contributed \$1 in every \$70 of the gross national product, counting value added in manufacture. This cut enabled primary timber logging and processing industries to employ approximately 300,000 people. About three times as many people were additionally employed in services supporting primary timber industries.

Forage: About 6 million head of cattle and sheep grazed on national forest lands—livestock owned by nearly 20,000 ranch operators. The estimated gross value of livestock sales by grazing permittees amounted to approximately \$400 million, of which \$75 million is produced on the national forest system.

Receipts: Cash receipts from the sale and use of resources amounted to \$147 million. And this does not include other re-

ceipts to the Treasury, including moneys from power licenses and most mineral leasing which were collected by other agencies.

An adequate system of Forest Development Roads and Trails is essential to insure the continued contributions and values of the National Forest System. The presence or lack of access by road or trail has a direct or controlling influence on the proper management and beneficial use of National Forest lands and resources. This factor largely determines the volume and the value of timber that can be marketed, the size, duration, and distribution of timber sales, and the level of salvage cuttings. It strongly influences the effectiveness of measures for protecting these lands from fire, insects, disease, and other destructive forces. It sets the level of use made of recreation, wildlife, and other resources of the National Forest System.

Senator Moss. May I interrupt you there, Mr. Cliff?

Your testimony is that the total cut in 1965 was 11.2 billion board feet. Could you tell me what the total allowable cut was for 1965?

Mr. CLIFF. It is slightly over—it is around 12 to 13 billion board feet, Senator. I would like to supply the exact figure for the record.

Senator Moss. If you would, please.

(Subsequently the following information was submitted:)

The annual allowable cut for all national forests currently is 12.5 billion board feet.

Mr. CLIFF. The point, though, is that if we had an adequate system of roads, we could cut more than the allowable cut by salvaging the losses, by making thinning cuttings, and we could extend the areas where it is economic to produce timber, so the amount of timber that we produce would be greater than our present allowable cut estimates.

Senator Moss. Would it be fair to say, then, that if you had adequate access roads, you could last year have cut this approximately 13 billion board feet, and something beyond that?

Mr. CLIFF. Yes, sir.

Senator Moss. And therefore we could safely say that there was something of around 2 billion or more board feet that were not harvested because of lack of access roads?

Mr. CLIFF. Yes, sir. When we include the possible cut not normally calculated as allowable cut.

Senator Moss. Thank you.

Senator MONTÓYA. May I interject there, Mr. Chairman?

Senator Moss. Certainly.

Senator MONTÓYA. What revenue does the Federal Government derive, say, per thousand board feet from these sales, on an average? I know it varies from region to region.

Mr. CLIFF. It does vary a great deal with the species of timber and the difficulty of logging it. Last year it averaged around \$17 per thousand. I will supply the exact figures for the record, but it is in the neighborhood of \$17.

(Subsequently, the following information was submitted:)

The average revenue per thousand feet of national forest timber cut in 1965 was \$17.22.

Senator MONTÓYA. That is gross, is it not?

Mr. CLIFF. On the average, yes.

Senator MONTROYA. That is the gross return?

Mr. CLIFF. Yes.

I would like to discuss the different types of roads that we have, and the relationship of one to another with you, and I have some charts and pictures that I will show you later.

Different types of roads: The basic concepts of Forest Service road construction and management may be illustrated by the terminology we use to classify the roads in our forest development system. Interim development roads are those roads constructed through the national forests which eventually are taken over by States or counties. On these roads we anticipate that eventually use for public travel will be more important than use for development of national forest resources. Land access roads are the main-haul multiple use roads designed and constructed to serve and provide access to all resources. Land utilization roads are the branch roads needed to reach specific resources—timber, recreation sites, forage or wildlife, for example.

Design and maintenance of all these roads are based on the various needs and purposes of each category. Some must have a smooth riding surface for high speed travel. Others are barely kept passable and maintenance consists only of clearing culverts, cutting encroaching brush, and other work needed to protect the investment and keep the road passable.

In addition to the roads on our forest development system there are low standard roads built by timber purchasers and others for special project purposes. In the case of the timber purchaser, as much as 10 miles of road might be built per square mile of operating area. We call these roads project roads. They are later put to bed by cross ditching, establishing a grass or other vegetative cover, and blocking to prevent vehicular travel. They are opened up only when needed—usually at long intervals of time.

This map illustrates the relationship between the various kinds of highways and roads we have been talking about, and I think it will clarify this whole picture. This is a map of the Umpqua National Forest in Oregon. The western boundary of the national forest is indicated by that black line. Everything to the east of that is national forest.

The heavy red line on the left-hand side of the chart is interstate Highway 5. That is the interstate highway that goes from California to the Canadian boundary, through California, Oregon, and Washington.

From that interstate highway, the highways which branch off are shown in blue. These are either Federal-aid secondary, or important county roads, and they are the main highways that get traffic to and from the national forests. Most of those highways are on the Federal-aid system. They are shown in blue on the map.

Now we mentioned forest highways. The forest highways are shown in orange. That particular one crossing the map is the important North Umpqua Forest Highway. You see, it is a main artery that goes completely through the forest, from the Federal-aid secondary into the national forest, and then it turns south and comes down the river, and connects up with other Federal-aid system roads.

There is another forest highway shown on the lower left-hand section that cuts through an important segment of the national forest. We call that the Tyller Trail Forest Highway.

Those forest highways are built with the forest highway funds that are appropriated to the Bureau of Public Roads. And the program is developed in cooperation with the Bureau of Public Roads, the State Highway departments, and the Forest Service.

The picture on the right illustrates the class of road of these forest highways, and the standards they are built to. It is a very good standard—two lanes, surfaced highway, comparable to Federal-aid secondary highways, some of them are even on the Federal-aid primary system. That particular highway costs in the neighborhood of \$200,000 a mile. It is a road in California on the Lassen National Forest.

Some of the forest development roads, the roads which the Forest Service is responsible for building and maintaining, are shown on the map in green; the existing roads in solid green lines and the projected or proposed roads in broken lines. These are the land access roads. They are main-line roads that tap these multiple resources, and you see how they feed traffic into these other systems. The picture on the right shows the standard that we try to achieve on these roads. They must be capable of hauling heavy loads, and require heavy ballast. Some of them are two lanes, some are a lane and a half, and others are single-lane roads with turnouts. Standards depend on the projected amount and type of traffic, but they are usually gravel surfaced. We may hard surface a few of them, but these are our land access roads, and they are vital to proper management of the national forests system.

We also have land utilization roads. These are the branch roads, the land-use roads that branch off from the land-access roads. The overlay to the map shows a small segment of the national forest with the existing and projected land-use roads. These are roads that serve a particular resource, such as timber harvest, or recreation, or some other specific purpose, so when you put all these together, we have a rather complex network of roads, all of which are necessary for the development and use of the forest.

The picture on the right shows the usual standard of the land-use roads. They are a lower standard. They do have to provide for drainage, and fire protection, but they are usually narrower, and don't have to be built to such high standards as the land-access roads. This is the type of road which is being built by many timber operators and loggers. They are part of our permanent system.

I previously mentioned the project roads. These are spurs that go off the land-use roads. They are low standard roads, and are built only to a standard necessary to accomplish an immediate mission. After that mission is completed they are "put to bed," cross-drained, seeded, blocked off, and just put in storage until we need them again, and they are opened up again. This class of road is essential but is not carried as a part of our forest development road and trail system.

The picture shows an example of one of these project roads that has been revegetated and "put to bed."

In future years when we need to go into that area again, this road can be opened up and reused. We don't try to maintain them on the permanent system. This, I thought, would give you a picture of the relationship of all of the types and classes of roads involved in a national forest and the relationship of one to the other.

Senator Moss. Yes, that is a very graphic illustration.

Mr. CLIFF. The forest development system of permanent roads used for protection, use, and management of the national forest system is now 188,000 miles in length. Of this total, the Forest Service has the responsibility for maintaining 158,000 miles. The remaining 30,000 miles are maintained by State, county, or other local jurisdictions. This has been referred to by preceding witnesses.

In 1961, President Kennedy sent to the Congress "a development program for the national forests." This program set forth the resource management and development work needed in the national forests during the fiscal years 1963-72 to assure that they will meet their full share of present and future public needs.

The estimated cost of the road and trail construction proposed in this 10-year program is approximately \$1.7 billion, of which about \$1.2 billion should be financed with appropriated funds. The balance of about \$0.5 billion would constitute work performed by purchasers of national forest timber. But, in order to keep logs rolling to the mills, the Forest Service has been required to increase the accumulated amount constructed by timber purchasers by \$61 million.

The reliance on purchaser-constructed roads has often resulted in choices in road locations which are less desirable and not entirely consistent with good forest management and development. Many areas planned for development, where access is more difficult, have been left undeveloped.

Also, development of an efficient national forest transportation system is not promoted by an increase in the proportion of purchaser-constructed roads. Permanent, main-haul roads which will serve entire tributary areas must be built to a standard adequate for access to, use and development of, all tributary resources. This often requires a road standard higher than that necessary to remove the timber alone.

We are able, in some instances, and when funds are available, to obtain maximum economy roads by supplementing the increased cost of construction to higher standards. As an exclusive alternative to Government construction, this is undesirable, since many purchasers are not properly equipped for higher standard road construction. These roads should be built by road contractors, paid with appropriated funds.

Forest development roads built by timber purchasers are located, designed, and their construction is supervised by the Forest Service. In other words, we do the engineering on the purchaser-constructed roads, just the same as we do on the others.

We are not satisfied yet with the adequacy of supervision which we are able to give these purchaser-constructed roads. We now have annually over 2,000 timber sale road projects. Road construction is often sporadic—the purchasers log awhile and then build roads awhile. We are constantly improving our supervision, but at present we are unable to adequately man the job.

Permittees, licensees, and other users of lands of the national forest system also build roads needed in their operations. The Forest Service reviews and approves plans for these roads and generally supervises construction to insure a good facility and to protect resource values.

We are constantly seeking opportunities to extend our road system with the least possible cost to the Government. Where national forest land is intermingled with non-Federal land, we often enter into "share-cost" agreements with the private landowners for building joint road systems. Each party pays his share of maintenance for commercial hauling over the total system. Where economical, interests are acquired in road systems already built by private parties. We also try to contract road maintenance with local agencies in order to reduce costs of equipment transport.

In addition to management improvement, the Forest Service is intensifying efforts to improve technology. The use of electronic data processing in road location and design; the use of photogrammetry for road reconnaissance and design; and improvement in equipment and engineering systems are being accelerated to the fullest practical extent.

We are also studying the potential for realization of economic advantage by building roads from one to several years in advance of timber sales. Possible advantages of this "advance roading" include increased efficiency in construction to avoid deterioration of other resources; ability to harvest special products in advance of sales as market demands require; ability to salvage timber killed by fire, disease, and insects; lowered cost and facilitation of sale administration and timber stand improvement; ability to market timber when market demand increases; better protection from fire; and availability of roads for recreational use.

In spite of all these economies and advances, we are constantly meeting new demands and rising costs beyond those contemplated in the 10-year development program. For example:

New emphasis has been given to road construction in underdeveloped areas. Our accelerated road construction in connection with the regional development program for Appalachia is an example.

The Highway Beautification Act has placed added emphasis on the esthetics of road location and design.

Congressional establishment of national recreation areas such as the Spruce Knob-Seneca Rocks and the Whiskeytown-Shasta Trinity National Recreation Areas, requires additional miles of road construction to provide for timely and adequate development of the recreation resources of the areas.

The construction of large reservoirs by Federal agencies and others on national forest land creates additional recreational opportunities. New roads are required to provide access and distribute users to recreation sites.

General increased recreation demands above those contemplated will require reconstruction of many roads to safe standards for public travel—roads originally constructed to "prudent purchaser" standards by timber operators. They were adequate at the time, but they are becoming inadequate due to increased public travel.

The composite mile cost index for highway construction has increased approximately 11 percent since 1961.

TRAIL SYSTEM

My remarks thus far have been concerned with road construction and maintenance. However, we are experiencing similar pressures and rising costs in our trails program. We have 103,000 miles of foot and horse trails in the national forests and we have plans to expand this to about 114,000 miles. A good deal of the mileage of existing trails is substandard and needs better maintenance or reconstruction.

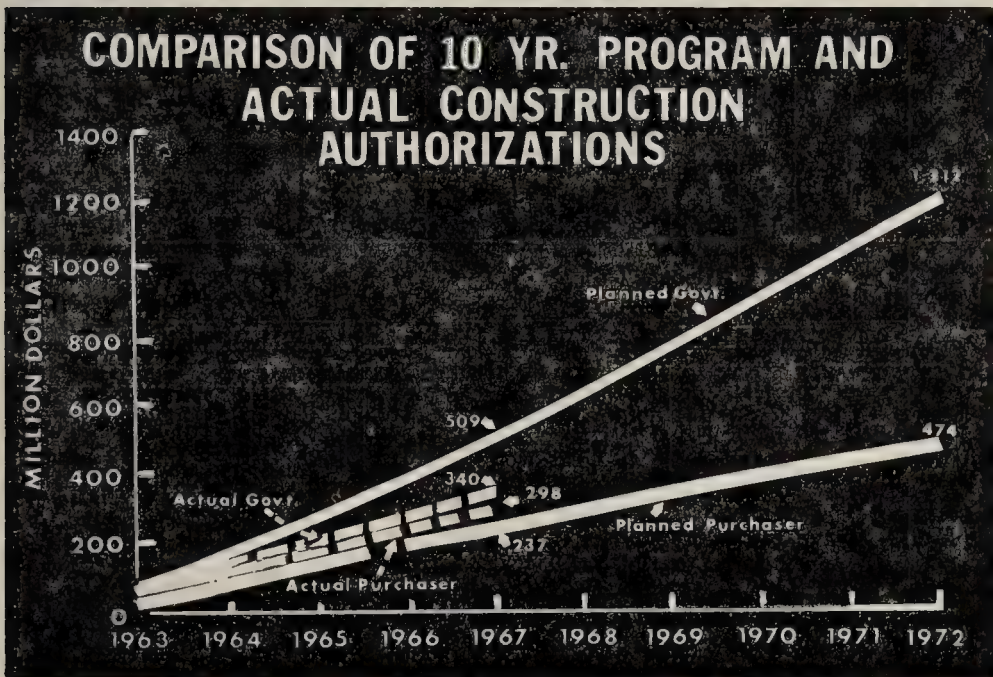
Last year \$3.7 million was spent for trail construction and \$2.8 million for trail maintenance. There is still a great need to disperse trail users to avoid overtrampling and destruction of vegetation along main trunk trails by people and horses. This can be lessened by the building of more spur trails.

We have in the national forest system extensive resources to which access is now limited. These resources can make a major contribution to both the rural and national economies and to the enjoyment and spiritual uplift of the American people. Delay in financing will increase difficulties in the future. Increased funding of roads and trails is greatly needed.

S. 3155 would authorize \$85 million for forest development roads and trails for fiscal year 1968 and increase the authorization to \$110 million in fiscal year 1969. We strongly support enactment of the bill. The increase it would provide will enable us to make meaningful progress in the development and maintenance of the resources and values of the national forest system.

Thank you, Mr. Chairman.

(Exhibits appended to Mr. Cliff's statement follow:)



6	California	76	1,528	52	1,783	128	3,311	12	2	87	54	1,862	50	42
	Oregon	11,462	192,049	5,489	203,763	16,951	395,812	465	874	14,729	6,828	231,186	748	2,281
	Washington	4,462	94,423	2,876	101,713	7,338	196,136	242	292	6,208	3,410	114,304	610	2,897
	Total	16,000	288,000	8,417	307,259	24,417	595,259	707	1,168	21,024	10,292	347,372	1,408	5,220
7	Kentucky	77	140	91	2,228	108	2,368	361	155	2,230	271	4,819	15	50
	Maine	7	18	5	176	12	194	5	8	218	18	524	12	60
	New Hampshire	46	115	43	1,387	89	1,502	20	85	1,888	148	3,795	45	240
	Pennsylvania	55	118	53	1,488	108	1,604	56	77	1,238	186	3,954	45	125
	Vermont	45	114	75	1,660	120	1,774	20	62	1,362	157	3,542	50	175
	Virginia	136	247	170	3,777	306	4,024	41	216	2,972	427	7,342	20	85
	West Virginia	89	158	96	2,379	185	2,537	24	171	2,476	291	5,263	32	80
	Total	455	910	533	13,093	988	14,003	191	774	12,384	1,498	29,239	219	815
8	Alabama	31	157	205	3,169	236	3,326	5	43	688	253	3,979		
	Arkansas	153	776	609	10,776	767	11,552	23	82	1,320	714	12,565		
	Florida	4	20	181	3,820	185	3,840	30	26	410	237	4,906		
	Georgia	143	724	180	4,724	323	5,448	45	47	750	272	6,497	13	49
	Louisiana	21	105	157	3,605	178	3,710	8	31	500	196	4,280		
	Mississippi	80	403	290	4,903	280	5,306	8	19	300	227	5,378		
	North Carolina	115	584	241	6,584	356	6,168	83	44	700	368	8,121	86	309
	Oklahoma			40	1,500	40	1,500	1	10	160	51	1,682		
	South Carolina	69	348	190	1,848	259	2,196	14	27	435	231	2,569		
	Tennessee	24	121	205	4,121	229	4,242	64	46	741	315	6,272	36	132
	Texas	135	662	205	2,962	340	3,624	9	44	700	258	3,847		
	Total	780	3,900	2,413	47,012	3,193	50,912	290	419	6,704	3,122	60,096	135	490
9	Illinois	10	30	30	270	40	300	55	30	420	115	1,790		
	Indiana	5	10	15	145	20	155	55	12	168	82	1,413		
	Iowa													
	Michigan	170	645	370	4,415	540	5,060	600	110	1,780	1,080	18,765		
	Minnesota	130	675	300	5,368	430	6,043	550	114	2,141	964	20,939	34	126
	Missouri	30	70	90	880	120	950	205	65	840	360	5,830		
	North Dakota													
	Ohio	5	10	15	145	20	155	35	8	112	58	957		
	Wisconsin	105	380	205	2,550	310	2,930	450	85	1,323	740	13,773		
	Total	455	1,820	1,025	13,773	1,480	15,593	1,950	424	6,784	3,399	63,457	34	126
10	Alaska													
T.R.	Puerto Rico	100	6,446	220	15,701	320	22,147	76	75	3,124	371	26,064	45	164
	Grand total	32,928	474,000	21,942	691,049	54,870	1,165,049	8,500	16,000	288,000	46,442	1,182,879	8,000	29,600

Region	State	Program cost								
		Construction and reconstruction			Maintenance					
		Purchaser	Govern- ment	Total	Purchaser	Govern- ment	Total			
								Purchaser	Govern- ment	Total
Thousands of dollars										
1	Idaho.....	28,715	61,030	89,745	3,500	11,673	15,173	32,215	72,703	104,918
	Montana.....	36,840	76,557	113,397	4,400	14,641	19,131	41,330	91,198	132,628
	South Dakota.....		637	637		123	123		760	760
	Washington.....	4,185	8,175	12,360	510	1,563	2,073	4,658	9,738	14,433
	Total.....	69,740	146,399	216,139	8,500	28,000	36,500	78,240	174,399	252,639
2	Colorado.....	3,649	80,842	84,491	1,008	9,368	10,377	4,685	90,210	94,898
	Nebraska.....	14	314	328	4	36	40	18	351	369
	South Dakota.....	379	8,392	8,770	105	972	1,077	484	9,364	9,847
	Wyoming.....	1,022	22,639	23,662	283	2,624	2,906	1,304	25,262	26,667
	Total.....	5,064	112,187	117,251	1,400	13,000	14,400	6,464	125,187	131,651
3	Arizona.....	1,830	45,268	47,098	1,225	5,880	7,105	3,055	51,148	54,203
	New Mexico.....	1,830	32,370	34,200	1,275	6,120	7,395	3,105	38,490	41,595
	Total.....	3,660	77,638	81,298	2,500	12,000	14,500	6,160	89,638	95,798
	California.....	246	2,660	2,906	74	144	218	320	2,804	3,124
	Colorado.....		216	216		18	18		234	234
4	Idaho.....	13,042	60,220	73,262	3,927	9,218	13,145	16,969	69,438	86,407
	Nevada.....		12,187	12,187		1,158	1,158		13,345	13,345
	Utah.....	2,816	40,948	43,764	848	5,582	6,430	3,664	46,530	50,194
	Wyoming.....	1,496	13,105	14,601	451	1,880	2,331	1,947	14,085	16,932
	Total.....	17,600	129,336	146,936	5,300	18,000	23,300	22,900	147,336	170,236
5	California.....	76,689	211,570	288,259	13,659	27,915	41,574	90,348	239,485	320,833
	Nevada.....									
	Oregon.....	171	306	477	41	85	126	212	391	603
	Total.....	76,860	211,876	288,736	13,700	28,000	41,700	90,560	239,876	330,436

6	California.....	1,928	1,924	3,452	33	182	218	1,564	F 2,108	3,670
	Oregon.....	192,049	233,467	425,516	19,386	21,927	41,313	211,435	255,384	466,829
	Washington.....	94,423	117,201	211,624	8,178	10,891	19,069	102,601	128,092	230,693
	Total.....	288,000	352,592	640,592	27,600	33,000	60,600	315,600	385,592	701,192
7	Kentucky.....	140	4,869	5,009	31	1,374	1,405	171	6,243	6,414
	Maine.....	18	584	602	4	144	148	22	728	750
	New Hampshire.....	115	4,035	4,150	25	1,116	1,141	140	5,151	5,291
	Pennsylvania.....	118	4,079	4,197	26	1,338	1,364	144	5,417	5,561
	Vermont.....	114	3,717	3,831	25	738	763	139	4,455	4,594
	Virginia.....	247	7,427	7,674	54	2,940	2,994	301	10,367	10,668
	West Virginia.....	188	5,343	5,501	35	2,350	2,385	193	7,693	7,886
	Total.....	910	30,054	30,964	200	10,000	10,200	1,110	40,054	41,164
8	Alabama.....	157	3,979	4,136	69	1,200	1,269	226	5,179	5,405
	Arkansas.....	776	12,565	13,341	142	4,360	4,492	918	16,915	17,833
	Florida.....	20	4,906	4,926	53	2,520	2,573	73	7,426	7,499
	Georgia.....	724	6,546	7,270	52	1,680	1,732	776	8,226	9,002
	Louisiana.....	105	4,280	4,385	33	1,570	1,603	138	5,850	5,988
	Mississippi.....	403	5,378	5,781	13	2,310	2,323	416	7,688	8,104
	North Carolina.....	584	8,430	9,014	32	2,500	2,532	616	10,980	11,546
	Oklahoma.....	348	1,682	1,682	11	250	261	11	1,932	1,943
	South Carolina.....	121	2,569	2,917	21	1,230	1,251	369	3,799	4,168
	Tennessee.....	662	6,404	6,525	42	1,430	1,472	163	7,834	7,997
	Texas.....	3,900	3,847	4,509	32	1,960	1,992	694	5,807	6,501
	Total.....	3,900	60,586	64,486	500	21,000	21,500	4,400	81,586	85,986
9	Illinois.....	30	1,790	1,820	6	470	476	36	2,290	2,296
	Indiana.....	10	1,413	1,423	2	200	202	12	1,613	1,625
	Iowa.....	645	18,765	19,410	116	5,230	5,346	761	23,995	24,756
	Michigan.....	675	21,065	21,740	95	3,820	3,915	770	24,885	25,655
	Minnesota.....	70	5,820	5,890	18	1,850	1,868	88	7,670	7,758
	Missouri.....	10	957	967	1	130	131	11	1,087	1,098
	North Dakota.....	380	13,773	14,153	62	3,300	3,362	442	17,073	17,515
	Wisconsin.....	1,820	63,583	66,403	300	15,000	15,300	2,120	78,583	80,703
	Total.....	6,446	26,228	32,674	500	3,500	4,000	6,946	29,728	36,874
10	Alaska.....		2,000	2,000					2,000	2,000
T.R.	Puerto Rico.....		1,212,479	1,636,479	60,500	181,500	242,000	534,500	1,393,979	1,928,479
	Grand total.....	474,000	1,212,479	1,636,479	60,500	181,500	242,000	534,500	1,393,979	1,928,479

† Government expense includes allowance for supplementing purchaser construction.

Forest road construction and reconstruction—Accomplishments, fiscal year 1965

Road type	By Government appropriated funds		By timber purchaser timber sale allowances	
	Miles	Amount (in thousands)	Miles	Amount (in thousands)
Interim development.....	175.5	\$3,412	90.6	\$1,253
Land access.....	741.6	23,490	1,104.0	11,907
Land utilization.....	696.5	17,582	3,167.7	43,524
Total.....	1,613.6	44,484	4,362.2	56,684

NOTE.—Total, all classes, 5,975.8 miles, \$101,168,000.

Prepared by: U.S. Department of Agriculture, Forest Service, April 1966.

Planned expenditures, forest development roads and trails, fiscal year 1966

Government expenditures—Appropriated funds.....	(\$1,000)
Maintenance of roads and trails—bridges.....	139,601
Construction of roads and trails—bridges.....	53,010
Plans, surveys, construction engineering.....	² 23,295
Rights-of-way.....	880
Supplementation—Timber purchaser roads.....	3,500
Purchase of roads.....	1,717
Total.....	³ 122,003
Timber purchaser expenditures—Sale allowances:	
Maintenance of roads.....	6,597
Construction of roads and bridges.....	63,983
Total.....	70,580
Total Government cost.....	192,583

¹ Includes \$20,350,000 for Northwest Disaster Relief Act.

² Includes expenditures in connection with work to be performed by timber operators in accord with timber sale allowances.

³ In addition to footnote 1 above, includes: \$84,235,000 balance of fiscal year 1966 authorization; \$2,250,000 advanced from 1967 authorizations for Appalachia; \$14,204,000 from permanent authorizations of 10 percent of Forest Service receipts, and \$964,000 advanced from 1967 for 1966 pay act costs.





Senator Moss. Thank you, Mr. Cliff, for a very fine statement. It clarifies many things for us.

I wonder if you could supply for the record as part of your testimony the number of counties eligible for assistance under the Public Works and Economic Development Act, which are located in national forest market areas?

Mr. CLIFF. I will be glad to supply that for the record, Mr. Chairman.

(Subsequently the following information was received:)

There are 284 counties (exclusive of Alaska) which contain national forest land and are eligible for assistance under the Economic Development Act. It is estimated that there are an additional 20 such counties near national forests which may process materials from the national forests.

Senator Moss. As you and other witnesses have emphasized, the development and proper utilization of the forest has a great economic impact on the surrounding population in the communities and as a corollary, areas that we fail to develop deprive those communities of an asset that they might very well utilize, and if we have forests lying in underdeveloped areas of States, it is important, it seems to me, that we get on to providing this economic support for those towns and people.

You finished your testimony by saying you strongly support the act, but it would seem to me that your testimony would also indicate that you think the authorization should be a bit higher. Is that right?

Mr. CLIFF. Well, the act would provide an increase in authorization for the second fiscal year of \$25 million, which we think would be a step forward, and we are grateful to see that.

Senator Moss. Well, I am sure that you must have supported the Kennedy proposal when it was sent up to us in 1961.

Mr. CLIFF. That is correct, Senator. We developed this program, and it received the approval of the Secretary of Agriculture and was sent up to Congress by the President. It was sent up with the condition, however, that it was a goal which was endorsed. It set goals which were endorsed, but with the caution that it would be financed as the fiscal condition in the country permitted.

There was no firm commitment that it would be financed, but it was sent up as a desirable and a recommended set of goals to be financed as and when it could be, under the current fiscal situation. And that explains in part why we have not been able to keep up with the schedule that we recommended. The fiscal situation hasn't been such as to permit it.

Senator Moss. Well, of course, I think we all must recognize that there are varying conditions, and that it can't be predicted years in advance what demands will be made on the Federal budget. Our job as legislators is to weigh the urgency of the need against the amount of money that is available, and try to strike a balance.

If the funds were available, would the Department be able to efficiently utilize the additional \$150 million called for in two places by one amendment that is before us, or an amount that is \$170 million in another amendment that is before us?

Mr. CLIFF. Mr. Chairman, I would say yes, we could utilize that efficiently, and I would like to qualify my answer, and elaborate on

it, because I think we all recognize there is a shortage of civil engineers, and both the amendments proposed by you and by Senator Jordan would increase the job. We have a growing job in the entire field of engineering—in sanitation, water supply, building construction, and so forth, so there is need for more engineers, and yet there is a shortage of engineers. We recognize this growing problem for some time, and we have been trying to do something about it.

Three years ago we began a study of the use of our engineering skills to see if we were making the best use of the engineering skills that we have available. We projected our need for professional engineers, and considered the most effective methods of organization, and set goals in recruiting and training. We are reorganizing our Washington office division of engineering to attack this job more efficiently. We are implementing similar organizational changes in the field. We are trying to use the latest management techniques, such as use of photogrammetric methods of location of roads, and we are using computer methods in design and computation which greatly cuts down on engineering time, so we are striving in every way to make the best use of engineers, and I think that, also by using more engineering aids to do some of the work we have had professional engineers do, that we could encompass a larger job, and do a creditable job. I don't want to give the impression that we have got all the answers, or that this would be easy, but I have confidence in our ability to take on any job that we are given to do, and to make a good showing with it.

Now one other point. I think one of the purposes of your proposal and that of Senator Jordan was to do more of the road construction that is now being done by timber operators, and to do that with appropriated funds, and thereby increase the revenues to the counties, and to expand the road system faster.

We are already doing engineering work on these operator-built roads, so we would be shifting some of the engineers that are working on operator roads over to the roads that would be built with appropriated funds. It wouldn't mean, to that extent, that we would just be utilizing our engineering skills on Government-built roads, rather than on purchaser-built roads.

Last year our timber contractors built 4,362 miles of roads, all of which we engineered, and the Government with appropriated funds built 1,614 miles. The timber operators built about three times as many miles of system roads as we built completely with appropriated funds.

Senator Moss. In fact, the operators find that out of deductions that were from the stumpage charge. Is that the way it worked?

Mr. CLIFF. That is right, Senator. Actually, the Government finances these roads, too. When a timber operator builds a road which we design and write the specifications for, and it becomes a part of his timber-sale contract, we make an allowance in the appraisal for the cost of that road, and reduce the stumpage price—the advertised value of the stumpage—so we reduce our revenues, the roads are being paid for out of Federal assets, whether the Government builds them or whether the timber-sale operator builds them.

Senator Moss. That is the point I wanted to have clear in the record.

Well, thank you, Mr. Cliff. I believe maybe the other Senators have a question or two.

Senator Montoya?

Senator MONTOKA. Mr. Cliff, I want to commend you on your very fine statement, and also commend you for the great interest that you have taken in trying to provide, within your capacity, recognizing along the road route for all the forests in America. I know that your funds have been limited, and I know you have tried hard, but we are trying to elicit from you the necessary projections for the future, in order to meet the growing demand for access to these forest areas.

I note in your statement you say that for last year the total cash receipts from the sale and use of resources in forest lands amounted to \$147 million. Is that the overall total?

Mr. CLIFF. That is the total receipts that went to the Treasury from the sale of national forest resources. It does not represent total receipts.

As I mentioned in my statement, there is considerable income that comes to the Government from these lands from mineral leases, and this total doesn't include the mineral-leasing revenues. The leasing revenues are collected by the Department of the Interior, and I don't have a very definite figure on what that amounts to, but that would be over and above the \$147 million referred to as national forest receipts.

Senator MONTOKA. What other revenues would have to be included to get a clear picture? What about the permittee?

Mr. CLIFF. National Forest receipts includes the fees for grazing, and the fees for special uses, such as ski resorts. For example, fees from the new funicular facility that was built by private enterprise in New Mexico, and just dedicated. All special uses fees would be included in this \$147 million.

Senator MONTOKA. Will you supply the complete revenue figure, including also the revenue derived to the Government from Federal public lands—other lands not under your dominion.

Mr. CLIFF. Yes, we would be glad to.

Senator MONTOKA. So that we will have a complete picture, and equate it with the expenditures that we are making, to determine whether or not we are spending enough from the total revenues that we are receiving?

Mr. CLIFF. We will be glad to do that, Senator. I know that you are aware that many of the benefits of the national forests are non-revenue producing. The watershed protection which is so vital to our communities, both east and west, is of great value to the American public but it produces no revenue to the Treasury. It is an essential function. The fire protection that has to be performed in order to protect the watershed is an expenditure that doesn't always result in a revenue. In wildlife habitat management, the States collect the fees. Lots of recreation is free of charge, although we are charging now for use of developed areas. But people who just go out and enjoy the forest by driving through, or stopping in undeveloped areas, and in some areas, which are not fully developed, get that free of charge. So, there are great benefits here that don't show up on a cost or in a balance sheet.

Senator MONTAÑA. Well, another example is the timber operations. You have cut the timber in the forest area, and that gives employment to people there, and then the processing of the timber, at the sawmill level, creates another sphere of employment for local people, and certainly all of these things should be attributable to the primary resource. Is that correct? In some way or another?

Mr. CLIFF. That is correct. Our economists made a study which developed the fact that for every dollar that is spent for national forest stumpage, that results in \$25 of net increase, or total increase in the gross national product. At the time that is logged, manufactured, sold, and placed in use, there is a 1-to-25 ratio, and in my testimony I mentioned that \$1 of every \$70 in the gross national product comes from national forest timber.

Senator MONTAÑA. I don't think that story has been told before, Mr. Cliff, and that is what I am trying to develop here. And in order to develop it properly, I would appreciate it very much if you would get the total revenue picture of whatever source, coming out of the public lands, owned by the Federal Government, and then give us in that same picture the total expenditures in the last year, to maintain this particular resource, namely, the forest and public lands of this country.

Mr. CLIFF. We will do the very best we can on that, Senator. I can give it to you without much trouble for the national forests, and we will try to get what we can from the other public land agencies.

Senator MONTAÑA. And I would like the permission, Mr. Chairman, to insert that at this point in the record, when it is received.

Senator Moss. It will be inserted at this point.

(Subsequently the following information was submitted:)

\$565,000,000 were collected in fiscal year 1965 by the Bureau of Land Management, the Forest Service and the Federal Power Commission for the sale of products, oil and gas leases and land rental.

\$362,000,000 were expended in fiscal year 1965 by the Bureau of Land Management and the Forest Service for the maintenance and improvement of public and forest lands.

U.S. Department of Agriculture, Forest Service, statement of cash receipts, appropriation expenditures, other income and expenses, national forest programs for fiscal year ended June 30, 1965

	National forests (other than shown at right)	Oregon and California grant lands (national forest)	National grasslands and land utilization areas	Total
Cash receipts from sale and use of forest resources:				
Timber and forest products:				
Regular receipts.....	\$132,794,434	\$5,135,087	\$3,442	\$137,932,963
Special account for Alaska.....	839,406			839,406
Grazing.....	3,037,845	2,064	480,735	3,520,644
Land uses.....	484,906	73,774	25,243	583,923
Recreation.....	1,923,535		143	1,923,678
Power.....	87,087		1,219	88,306
Mineral leases and permits.....	3,018,382		1,317,824	4,336,206
Admission and user fees.....	14,314			14,314
Total.....	142,199,909	5,210,925	1,828,606	149,239,440

Total cash receipts from sale and use of forest resources-----	\$149, 239, 440
Cash receipts from deposits for expenditure on national forests:	
Timber sale area betterment-----	20, 725, 817
Brush disposal-----	9, 551, 371
Cooperator contributions-----	1, 697, 894
Total-----	31, 975, 082
Other cash receipts:	
Restoration of improvements-----	10, 964
Miscellaneous (sales, rentals, etc.)-----	1, 485, 661
Total-----	1, 496, 625
Other income:	
Collections by Federal Power Commission for power licenses issued on public domain National forest lands (approximate)-----	335, 654
Collections by Department of the Interior for mineral leases, licenses, and permits on public domain National forest lands (approximate)-----	17, 778, 540
Estimated value of roads built by timber purchasers through allowances in selling prices of timber-----	56, 684, 322
Total-----	74, 798, 516
Total cash receipts and other income-----	257, 509, 663

	Total	Asset	Operating
Appropriation expenditures:			
Protection and management-----	\$138, 169, 805	\$27, 164, 990	\$111, 004, 815
Fighting forest fires-----	18, 309, 104	76, 908	18, 232, 196
Insect and disease control-----	7, 511, 014	162, 158	7, 348, 856
Forest roads and trails-----	105, 471, 571	56, 117, 500	49, 354, 071
Access roads-----	784, 215	784, 215	
Acquisition of land-----	1, 066, 032	760, 917	305, 115
Flood prevention and watershed protection-----	3, 674, 039	1, 523, 047	2, 150, 992
Restoration of lands and improvements-----	11, 655		11, 655
Cooperator funds-----	1, 708, 536		1, 708, 536
Timber sale area betterment (K-V)-----	16, 804, 517	12, 254, 028	4, 550, 491
Brush disposal-----	8, 536, 170	236, 255	8, 299, 915
Total-----	302, 046, 658	99, 080, 016	202, 966, 642
Other expenses: Depreciation expenses on roads, trails, other improvements and equipment (other than working capital fund). (Included for the purpose of giving recognition to the principle of allocating asset depreciation costs to operating expenses. The amount shown is an estimate and is not shown in the accounting records.)-----			50, 308, 834
Total operating expenditures-----			253, 275, 476
Excess of receipts and other income over operating expenditures-----			4, 234, 187

Senator MONTONA. Now, Mr. Cliff, I know you are very well acquainted with the situation we have in New Mexico. Before I ask this question, I would like for you to also include a table indicating the percentage of public land in each of the States of the Union. You have that table; do you not?

Mr. CLIFF. Yes, sir.

(The table referred to follows:)

Total federally owned land, by States—1964

State	Acres	Percent
Alabama.....	1,087	3.3
Alaska.....	364,653	99.8
Arizona.....	32,946	44.7
Arkansas.....	3,083	9.2
California.....	44,619	44.5
Colorado.....	23,966	36.0
Connecticut.....	8	.3
Delaware.....	33	2.6
District of Columbia.....	11	28.3
Florida.....	3,352	9.7
Georgia.....	2,037	5.5
Hawaii.....	255	6.2
Idaho.....	34,127	64.5
Illinois.....	444	1.2
Indiana.....	369	1.6
Iowa.....	156	.4
Kansas.....	528	1.0
Kentucky.....	1,083	4.2
Louisiana.....	1,046	3.6
Maine.....	128	.6
Maryland.....	184	2.9
Massachusetts.....	62	1.2
Michigan.....	3,264	8.9
Minnesota.....	3,322	6.5
Mississippi.....	1,539	5.1
Missouri.....	1,698	3.8
Montana.....	27,646	29.6
Nebraska.....	718	1.5
Nevada.....	60,573	86.2
New Hampshire.....	705	12.2
New Jersey.....	101	2.1
New Mexico.....	26,674	34.3
New York.....	224	.7
North Carolina.....	1,914	6.1
North Dakota.....	2,055	4.6
Ohio.....	210	.8
Oklahoma.....	1,309	3.0
Oregon.....	32,131	52.2
Pennsylvania.....	569	2.0
Rhode Island.....	8	1.1
South Carolina.....	1,128	5.8
South Dakota.....	3,409	7.0
Tennessee.....	1,569	5.9
Texas.....	2,821	1.7
Utah.....	35,456	67.3
Vermont.....	256	4.3
Virginia.....	2,140	8.4
Washington.....	12,533	29.4
West Virginia.....	956	6.2
Wisconsin.....	1,819	5.2
Wyoming.....	30,041	48.2
Total.....	770,514	33.9

Source: Statistical Abstract of the United States, 1965.

Senator MONTÓYA. Now, so the record will be complete, we have to admit that this public land is not subject to taxation, but that some of the counties assume the responsibility of providing access to the citizenry to all parts of the country, including the forest roads, and the forest areas.

Mr. CLIFF. That is correct, Senator. There are certain payments in lieu of taxation.

One that we are concerned with is the 25 percent fund, where 25 percent of the revenues go to the States for distribution to the counties, for roads and schools.

Senator MONTÓYA. Well, that is not very adequate; is it?

Mr. CLIFF. In some areas, it is equal to or in excess of the taxes that would come from private ownership.

In other areas it is not. In the undeveloped parts of the national forests it is not equivalent to this. The preceding witnesses testified it is not equivalent to what the revenues would be derived from private ownership. It isn't a simple question. There are some nonfinancial benefits to the counties that don't show up in the 25 percent fund. The values of having public ownership. They are relieved of certain responsibilities for road maintenance and for fire protection and things of this kind, which they would have to assume if the lands were not Federal lands.

Senator MONTROYA. Well, I notice in your statement that sometimes the Forest Service contracts out with other agencies for maintenance.

Mr. CLIFF. Yes, sir.

Senator MONTROYA. Do you do that in New Mexico?

Mr. CLIFF. I don't know of a special area in New Mexico where we do it, but I am sure we do. We trade maintenance with counties. If we have a section of road over here in one part of the county and it ties on to a road that they have, and if it is more convenient and more economical for them to maintain it, we will arrange with them to maintain that road for us, so we don't have to transport some heavy equipment over there to do it. And if they have a section of road that ties into where we are doing major maintenance, we may do their maintenance for them. And we are doing this all over, wherever we can work out these mutual arrangements, which are mutually advantageous.

Senator MONTROYA. Don't you find it cheaper to do that?

Mr. CLIFF. Oh, yes. This is the reason we do it, it is to save money.

Senator MONTROYA. Do you do it with the county or with the local State patrol?

Mr. CLIFF. Mostly with counties, but we had the same arrangements with the local State patrols, too.

Senator MONTROYA. Now how does the construction and reconstruction of forest development roads help any given State?

Mr. CLIFF. Well, Senator, I am sure that that has been discussed in some detail here. In the first place, it is necessary to have an adequate transportation system to protect these resources, and to protect the watershed.

Senator MONTROYA. Well, we have discussed the benefits derived to the Forest Service and the Federal Government. But you would agree with me that development of these roads has an overall effect on the local economy in the different localities?

Mr. CLIFF. Oh, absolutely. The development of timber industry, for example, to provide employment, to provide increased tax base for the facilities is very high. The tourist business, the recreation business is important to many communities, and these roads contribute to that. They contribute to the protection of forests and the watersheds which these communities and States depend on.

There is a good example in your State as to what this might do to be helpful. The State of New Mexico has been pushing on a highway from Taos over to Tierra Amarilla, across east-west road in the northern part of the State, which is a depressed area.

Senator MONTROYA. Highway 64.

Mr. CLIFF. A chronically depressed area. It passes through the Carson National Forest, and some very beautiful country, which is,

up to this point, inadequately developed. There is a skeleton system of rather low standard roads there. When this highway is built, there is going to be a lot of traffic over it, and then there will be a demand to build the forest development roads off this highway reaching back into the recreation areas, and I think this kind of a development could be a great asset to northern New Mexico. It would tap more of your timber and put your local timber industry on a more adequate basis.

Right now, it is kind of shaky. Some of that timber is uneconomic to log. If we could get a road system in there, we could develop a timber industry.

This is an example that I think could be duplicated in many places in the West. Where an adequate road system, and it has to be tied in with the highway system, as I illustrated on the charts, is in place, it can be a vital force in the development of local economies and State economies.

This slogan your committee has on the wall, "Economic Growth and Highway Development Strengthen the Future of the Nation," applies equally well to the national forest roads system.

Senator MONTROYA. Well, in New Mexico, we had to allocate a bit of money for building part of this road that you speak of. Is that correct?

Mr. CLIFF. Yes, it is a Federal-aid highway, as well as sections being on the forest highway system.

Senator MONTROYA. The Forest Service has participated, the Federal Government has, and the States?

Mr. CLIFF. That is my understanding.

Senator MONTROYA. And just for the record, to show you an example on one side of the river, of the Rio Grande, where we have a network of roads, I was there at a summer resort just about last July, and there were approximately a thousand cars from Kansas and 500 from Texas in this particular resort, basking in the coolness of northern New Mexico, whereas across the river, where we had no access roads, you couldn't find 10 people for a hundred miles.

Mr. CLIFF. That is right. Part of this road you are talking about, in addition to being a Federal-aid secondary road, is on the forest highway system, and there has been some forest highway funds go into this road.

Senator MONTROYA. Yes. I think there has been, and it is almost completed.

Now what is the general status of forest developments roads in New Mexico?

Mr. CLIFF. Well, it is about the same as in other Western States. On a proportionate basis, as I remember, we have about 12,000 miles of forest development roads needed in New Mexico. Of this 12,000 miles, about 430 miles are adequate. That is, only about three and a half percent of the existing road is built to an adequate standard. We have 8,000 miles that are inadequate—8,168, to be exact. And these are in need of reconstruction or improvement.

And there are about 3,500 miles that are planned, but not yet constructed. There is a need for new construction of about 3,500 miles of new roads.

Senator MONTROYA. Well, then overall, what are the projects of need, road needs, in the particular forest areas of New Mexico? Mile-
agewise?

Mr. CLIFF. We need to reconstruct or better the 8,000 miles, and we need to construct about 3,500 miles of new road. I think for our 10-year program, New Mexico, we proposed to build under the 10-year program 1,660 miles of road, 250 miles of trail. This program was estimated to cost us \$38,490,000. Through the first 4 years of the program, we have only obligated \$9 million out of a proposed \$38 million for 10 years. If the program had been fully implemented during all 4 of these years, we would have programed \$11,604,000. So, we are about \$2½ million behind our proposed schedule in New Mexico, for those first 4 years of program. This gives you a picture of about where we stand in relation to where we would like to have been if we could have fully implemented the program.

Senator MONTROYA. Well, isn't that picture then true nationally?

Mr. CLIFF. Yes, this is generally the picture all over. Nationally, we have financed through the first 4 years of the program about 67 percent, about two-thirds of what we——

Senator MONTROYA. Sixty-seven percent of the half?

Mr. CLIFF. We have obligated about 67 percent of what was planned in the first 4 years.

Senator MONTROYA. Yes.

Mr. CLIFF. So we are about a third behind what we recommended. The plan was to go on, on an accelerated basis.

Senator MONTROYA. So at this rate, the Kennedy plan objectives will not be reached until about 14 or 15 years have expired.

Mr. CLIFF. It would be in that neighborhood if we continued on this same level.

Senator MONTROYA. Unless we do something to expedite it at this point.

Mr. CLIFF. That is correct.

Senator MONTROYA. Now you have started on the trail systems also?

Mr. CLIFF. Yes, sir.

Senator MONTROYA. And I think you mentioned some figures on the trail system. How does that compare with our overall objectives at the beginning of the planning period?

Mr. CLIFF. It is about the same. We have been trying to put more money in some of our trails, because of the recreation demand, and the need to provide for this recreation demand. Some of this need for trails is satisfied as we get more roads. But in our overall program for the 10 years, we have 103,000 miles of foot and horse trail now in the national forest system. We propose to expand that to 114,000 miles and to reconstruct some of the low standard trails which we already have. We have been upgrading some of our heavier use trails, like the Pecos in New Mexico and the one in the High Sierras in California, which is part of the Pacific Crest Trail system. We have been doing special work on that. We have done some preliminary survey and planning work on a Continental Divide Trail system, which would tie in with the proposed national trails system, which would go from Mexico to Canada. A large part of that would be on the crest or near the crest of the Continental Divide, which is largely national forest land. This would go about the full length of New Mexico. This would be a new trail, but use some sections of existing trails.

Senator MONTTOYA. Are the new Job Corps camps going to help alleviate your present stress?

Mr. CLIFF. No, I can't honestly say that they will, because——

Senator MONTTOYA. Aren't you assigning some of these Job Corps camps to forest developments?

Mr. CLIFF. Yes, we are, but you must bear in mind, Senator, that the major purpose of these Job Corps camps is to develop young men, train them, educate them, and the young men we are getting have a very low average level of education. Half their time is scheduled for classroom and training work. The other half is available for project work, and one of the things we are putting a lot of emphasis on is teaching them the value of an honest day's work. So, we are using them on project work. We are using them on campground developments and timber stand improvement, reforestation, on some road and trail construction work. But, we have in the national forests a little over 800 ranger districts that average a quarter of a million acres each, and only 47 national forest Job Corps camps. You can see they are spread very thin in relation to the total national forest area, and then we can only work them out from camp a reasonable commuting distance, so they only reach a very small percentage of the total national forest land. So, you put these factors together, and they are not going to make very much of a dent in the total development needs on the national forests. They will help, where they are available, but they are only available in a very few places, in relation to the country as a whole. I don't want you to misunderstand me. I am not downgrading the value of the work these boys are doing. And personally I think that they are getting a lot out of it. We are graduating a lot of these kids now right into private industry. We had a camp in Ohio where an employer said they would take every man we could recommend to them, and they have taken quite a large number of the boys that have gone through this Job Corps camp. We have qualified many of them to go into the military, where they were rejected before. We are getting enough success stories now that it is quite encouraging.

Mr. Nelson just reminded me that we have a camp in the State of Washington, the Cispus Camp, where Boeing took 21 of our graduates. About 2 weeks ago Boeing Aircraft said they were ready to take some more as soon as we got them ready. Also the Weyerhaeuser Co. has hired nine graduates. This speaks well for the educational program, but the corpsmen are doing some productive work along with getting this basic training and education.

Senator MONTTOYA. Thank you, Mr. Cliff.

Senator Moss. Senator Murphy?

Senator MURPHY. Mr. Cliff, I would like to congratulate you for a most interesting presentation. I know something of the work of your service out in my State, and I would like the record to show that as far as the State of California is concerned, we are very pleased and proud to have a man of your caliber, with ability and capability, on the job, and I thank you very much for your most helpful testimony, sir.

Mr. CLIFF. Well, thank you, Senator Murphy. That is very kind of you.

Senator Moss. Senator Muskie, any questions?

Senator MUSKIE. Mr. Cliff, I am sorry I was not here for your testimony. I have glanced through it, and am impressed by its quality.

My only concern is that as I look through the table of national forest development program, the mileage in Maine is such an insignificant portion of the total throughout the country.

Mr. CLIFF. Well, Senator, the reason for that is that in the rugged State of Maine we don't have very much national forest. There is one ranger district in Maine, and we are proud to be in Maine with this one ranger district in the White Mountain National Forest, that crosses the border from New Hampshire. It is a very fine area.

As I remember, it is only about 50,000 acres. I visited that area last summer, and the ranger there is doing a fine job, and I think the State of Maine can be pleased with what we are doing there, but the reason for your low proportion is that you rugged New Englanders didn't want much national forests in your State.

Senator MUSKIE. Now when you say "you," you ought to qualify. I think about 18 million acres are in private ownership.

Mr. CLIFF. Yes.

Senator MUSKIE. And we have had quite a problem protecting Allagash Riverway. We finally did get some legislation this year to protect that.

Now, I understand the reason fully, but nevertheless, my State in the program is less significant than that of other members of this committee. But I think you are doing a fine job.

Mr. CLIFF. Thank you, Senator. I also visited some of the 18 million acres of private land in Maine. We have cooperative programs up there with your State, very fine relationships. And I saw some of the privately owned timberlands in northern Maine, and was impressed with the way they were being managed for forestry purposes. I was impressed with the quality of those forests. Some of them are being logged for the third time.

The first time over was all by river drive; there were very few roads. But now that era is past, and they are starting to have to build roads into their private forests, now, to harvest them, and some of those lands are being harvested for the third time, and they look very healthy in general, and very thrifty, and it is a good demonstration of private forest land management.

The Forest Service at one time had a big purchase unit up in eastern Maine. We called it the Grand Lake Purchase Unit, which would have set up a rather large national forest. It was in an area that wasn't being well managed at the time, and just a few years ago, we took another look at it. We hadn't acquired any land in it, but we were authorized to do so, and the State passed a law authorizing us to do so. We took a now look at it, and decided that the private landowners were now doing a sufficiently good job there and there was no reason at all for the Government to move into that area. We abandoned the purchase and withdrew it, which I think is a commendation for the quality of private land management that is going on in the State of Maine. It also indicates that we are not always trying to spread out. Here was a place where we did withdraw, and we withdrew in a number of other places, where similar circumstances prevailed.

Senator MUSKIE. Well, my impression is that the quality of forest land management has improved up there. I would be interested in any evaluation you could make of the forest road program, as it has developed, as you say, because the tremendous number of streams and lakes and water is relied upon until relatively recently for the transportation of logs and lumber. But now increasingly we are getting roads cut into this area. That is of some concern to conservationists and those who are worried about our fish and wildlife, and if you were in a position to give an evaluation of the forest road program under private management in Maine, I would be interested in it.

Mr. CLIFF. Well, the roads that I saw up there, Senator, were very high-standard roads, and of course it does open the land up for more intensive use, by fishermen and hunters. I didn't observe anything that I would consider detrimental to fishing and hunting except the increased human pressure. That is what we have fish and game for, and recreation areas for. They are for human enjoyment, and these resources can be managed so as to accommodate more human enjoyment.

I didn't go up intending to look at the Allagash, but you can't go up there without seeing the Allagash. I think it is a wonderful area, and one that has great recreational potential, and I was personally glad to see the State of Maine take the step they did to preserve and manage that area. This can be done, I am sure, within the total concept of multiple-use programs. It fits the pattern. It doesn't mean that you cut timber on every acre. You preserve the timber against rivers, and preserve the scenic values, but you can harvest timber and enjoy your other resources back away from the rivers.

I think the program that you have up there, as I understand it, is moving along in the right direction. I am not, however, an expert on that area.

Senator MUSKIE. I understand. Thank you.

Mr. CLIFF. I was there only a few days, but that was my general observation.

Senator MUSKIE. Thank you, Mr. Cliff.

Senator MOSS. Now, Mr. Cliff, may I ask you two questions for the record. Would you supply for the record the number of access agreements that have been executed under the provisions of S. 1147 of the 88th Congress, which is 16 U.S.C. 532?

Mr. CLIFF. Yes, I could give it to you now, or we can supply it.

Senator MOSS. Well, if you have them right at hand, we can read them into the record.

Mr. CLIFF. Mr. Nelson, will you give them that?

Mr. NELSON. We had as of June 30, 1965, 208 share cost agreements. We expect to complete, this fiscal year, 81 agreements that are planned at the present time. Our 208 agreements involve some 2,977 miles of constructed roads. They opened up some 55 billion feet of national forest timber, and a considerable amount of private timber, too. The cooperative program is really moving along very fine.

We appreciate the efforts of this committee in passing the easement bill which made it possible for us to go ahead with this program. Since the passage of that bill, we have completed and published regulations which were worked out with the industry. We have had many meet-

ings with an industry committee, and worked out easement forms, both that we will give and that industry will give us in this program. We also now have a standardized form of agreement which will be most helpful in negotiating future cost-share agreements.

At the recent meeting with the industry, they seemed very pleased that we were able to work this program out as it has been.

Senator Moss. Thank you.

Mr. CLIFF. Senator Moss, I would like to say that we feel that we have come a long, long way since 2 years ago, when this committee concerned itself with this problem. The turning point in this mutual program between us and industry was this committee's action on this easement bill of the 88th Congress—Public Law 88-657. This really was a significant milestone, and we thank this committee and the Congress for making this possible.

Senator Moss. We are glad to have the report that it is working so well, and that you have been able to utilize the authority given by the statute. I wonder if you could also tell me how many of these agreements are under negotiation now.

Mr. NELSON. This fiscal year we have completed 22, and we have 59 under negotiation which we expect to complete.

Senator Moss. Fifty-nine additional.

Mr. NELSON. Yes, either new agreements or supplements to existing agreements which open up a new portion of the timbered area.

Senator Moss. Thank you very much.

I appreciate that, Mr. Nelson, and I commend you, too, Mr. Cliff. My colleagues all commend you. I don't want to be remiss, because I proudly announce you are a native of the State of Utah, and we expect you to do a superior job, and you are doing it, sir.

Thank you, and we appreciate your appearing before the committee.

The chairman has now returned, and I am going to return the chair to him and find out his wishes.

The CHAIRMAN. Thank you, Senator Moss, for your helpfulness in chairing today's hearing.

(Questions from Chairman Randolph were transmitted to Mr. Cliff to which he responded. The questions and the answers thereto are as follows:)

The CHAIRMAN. Mr. Cliff, how many roads have been built in the national forests by those with timber contracts, which have not been designated as "maximum economy roads", but which have been constructed either according to even minimum specifications issued by the Government or on routes designated by the Government, or both?

Mr. CLIFF. All specified roads in Tables V or VI of the new Timber Sale Contract, or Section 10b roads under the old contract. These are roads which will be added to the permanent forest transportation system.

The CHAIRMAN. Mr. Cliff, how many (and what proportion) of roads constructed by those with timber contracts in the national forests have been designated "maximum economy roads" since the enactment of public law 88-657?

Mr. CLIFF. None. We have been successful in obtaining the objective of this legislation through entering into cooperative agreements with purchasers of Government timber. As I stated in my prepared testimony, there are limitations on funds and the road construction capability of timber purchaser which determine when we will ask a purchaser to construct roads above a "prudent operator" standard.

The CHAIRMAN. Mr. Cliff, does the Government have any current plans for additional utilization of roads in the national forests constructed by those with timber contracts which have not been designated as "maximum economy roads"?

Mr. CLIFF. Yes. All roads constructed as part of our Forest Development road system are considered permanent roads for all national forest purposes.

The CHAIRMAN. Mr. Cliff, with respect to the first question about plans and specifications and the route of non-maximum economy roads, what types of plans and specifications have been issued by the Government and what type of designated routes have been required by the Government for the construction of these roads by those with timber contracts?

Mr. CLIFF. The plans and specifications are for roads suitable for incorporation in the permanent transportation system. If the roads exceed the "prudent operator" standard in cost the contract provides that the purchaser may enter into a cooperative agreement or he may, if he elects, design and construct a "prudent operator" road.

The CHAIRMAN. Mr. Cliff, would you state the Department policy regarding the definitions of timber purchase maximum economy roads as public works under the provisions of Section 4 of P.L. 88-657?

Mr. CLIFF. We regard a maximum economy road under P.L. 88-657 as a public work.

The CHAIRMAN. Mr. Cliff, if such are public works, as the Chair believes they should be, do you require that they meet the provisions of the Miller Act, including payment bonds required for the protection of laborers and materialmen payment bonds?

on the construction of such roads? If not, do you anticipate requiring such

Mr. CLIFF. We agree with you, Mr. Chairman, if we were to require maximum economy roads under the provisions of P.L. 88-657, we would require performance and payment bonds.

The CHAIRMAN. We now have a group of gentlemen from Idaho that will sit as a panel but may wish to testify individually.

If you gentlemen would sit at the witness table.

On our list of witnesses to be heard in order are Mr. Dorman, Mr. Hoff, and Mr. Little.

Now if there is reason why you might want to vary that, it would be agreeable with the chairman.

Now, gentlemen, again I am not attempting to shorten your presentation. You have come here and we are grateful for your presence, coming from your own State of Idaho. However, if you feel that you might place your statement or statements, some of you, in the record, it will appear as if it were given, and then just comment on the important points that you think we might wish to stress. This would be helpful, but again, I say we want to accommodate you in every way, so if you would rather proceed with the reading of the statements, that would be agreeable to the Chair.

You may proceed now, gentlemen.

STATEMENT OF DARRELL DORMAN, AFL-CIO STATE REPRESENTATIVE, BOISE, IDAHO

Mr. DORMAN. Mr. Chairman, I am Darrell Dorman, and I am president of the State of Idaho AFL-CIO. I appear before this committee on behalf of the union members in the great State of Idaho, to appeal to the committee for additional appropriation for the development of more multipurpose access roads in the forest areas of Idaho.

The CHAIRMAN. How many members in your AFL-CIO group?

Mr. DORMAN. We have about 25,000 in the State of Idaho. As you know, ad libbing a little bit, Idaho is not a very well-developed State, it is two-thirds owned by the Federal Government, and I might say that we do have substantial union members that work in the timber industry and the mining industry of Idaho, which I believe these access roads would help.

The past policy of our national forests by which they sold a block of timber to a private company and took the money from the sale to pay for building roads to harvest this timber, is today becoming outdated. Most of the undeveloped areas in Idaho that have a lot of overmature timber are in such inaccessible country it is impossible to take the revenue from the sale to build more roads.

I might say that this policy, too, comes about from the fact that the more accessible areas in Idaho were the first ones developed, and in the cases where they had more accessible areas from the sale of the timber, they were readily able to take money from the sale of the timber and build the roads.

One of the most important needs for the roads is for fire protection of timbered areas. In the past we have had many serious fires in Idaho that were uncontrollable, due to the inability to get access to get in and fight the fires.

Also the cattle and sheep industries need access to these remote areas, but the returns from the grazing fees charged by our national forests are not sufficient to build the roads. Expansion of the livestock industry would add to our economy.

As you know, if you have walked any cattle you often lose pounds off them, as well as making tough steaks to eat.

Access is much needed in several remote areas to allow better management of our big-game facilities. It would also stimulate camping, fishing and hunting, adding to the economy of these areas.

Now I might say that we have problems in the great State of Idaho on the gaming management, because in the most remote areas, they are not hunted properly, and the mature animals are not harvested, so we have much winter kills in there, just because of the fact that it isn't accessible, and they do not get in there and harvest the needed game.

We of labor feel that the building of these multipurpose roads would create many jobs in the State, first in the construction of the roads themselves, and then in the harvesting and processing of the mature timber products. In many of these mountain areas there are valuable minerals, and if access roads are built, we feel sure that some of these mineral deposits will be developed and processed, creating yet more jobs.

And I might say on that particular subject that we, too, feel if more access roads are built, that it will assure the operation of the present timber plants. In the past there have been many lumber mills closed down, due to the fact that the available timber was cut off, and they have had to close the plants and eliminate the jobs, and they felt that if more roads are built, making it more accessible to timber, we will really increase our employment opportunities in the State of Idaho.

Most members of labor in Idaho are sportsmen and do considerable fishing and hunting. Development of these roads would certainly contribute to these members' recreation, as well as being able to do much more of it, because as it sets today in a lot of these remote areas, the only way you can go in to hunt is by hiring pack strings, and this is an expensive operation. Roads will make it accessible for the people to go in and go hunting by foot.

I am hopeful that the committee will take these views expressed into consideration and in the appropriation of funds to build more multipurpose access roads in Idaho. Only by making these inaccessible areas available will such back areas ever be developed, and with the population explosion it is now time to start developing them to their fullest, to add to the economy of Idaho, and the United States.

I might say, too, one of my principal reasons for wanting these access roads is because in my position I am always seeking more employment for our members, expanded employment and expanded job opportunities at decent living wages, and we do have decent living wages in the timber and mining operations in the State of Idaho, and I think if we do build more roads to assure these jobs in the timber industry and the mining industry which are both substantial in Idaho, and in the livestock industry, it will all add to our economy by creating more jobs.

I might say that in the livestock industry I know we are a far-off State, but 95 percent of the livestock produced in Idaho is processed in Idaho, and we do have many processing jobs in the livestock industry. Also, I am sure that if these roads are built, there will be more prospecting, and many more mineral deposits will be developed, creating jobs in mining and in the processing of the mineral industries, and I am sure that under today's economy, it is impossible to build these roads as in the past from revenue brought from the sale of timbers, on these public lands, as I said before, Idaho is two-thirds owned by the Federal Government, and that is the only way it can ever be developed in my estimation, is by Federal assistance in opening up these remote areas and starting to develop.

I am sure in a few years we are going to need the space for people to live in and to use.

The CHAIRMAN. Thank you, Mr. Dorman. If I correctly understand you, Mr. Dorman, you are speaking for mining and lumbering, and livestock.

Mr. DORMAN. Well, I am not——

The CHAIRMAN. You are speaking for these people as well. And then you are adding to it, of course, those persons that you directly speak for, those are the members of your organization, 25,000 in number, so you are speaking for an additional group, labor as such. Then you are also speaking for all citizens, as you understand it, of Idaho, because you are saying that not only in the building of these roads will people be employed, but after the roads are constructed, that the economic level of Idaho will be lifted, and that all groups will be aided and will profit. Is this correct?

Mr. DORMAN. That is correct.

The CHAIRMAN. So I think you have made a reasonable statement.

Mr. DORMAN. I might say that I don't carry a torch for mining and lumbering industries, necessarily, but I realize that if the mining and lumbering industry people prosper, it is much easier to negotiate better wages with them.

The CHAIRMAN. I think that we can well cross the lines of the groups that we represent, and I am happy that the panel have private interests, through industrial development, and the laboring group through the employment of men, and the governmental level through

the necessary function of the statutes, all of these can be joined and are joined here today.

Mr. Hoff?

**STATEMENT OF TED HOFF, VICE PRESIDENT, HOFF LUMBER CO.,
HORSESHOE BEND, IDAHO**

Mr. Hoff. I would like now to make a few observations.

My company, the Hoff Lumber Co., employs 150 people engaged in the manufacture of lumber from the national forest adjacent to Horseshoe Bend. This national forest is the Boise National Forest which covers approximately 3 million acres. It is the policy of my company to provide manufacturing facilities for a portion of the timber products grown and provided by the Forest Rangers on this forest.

It is my desire to provide your committee with information pertaining to Senator Len Jordan of Idaho's amendment No. 508, which requests your authorization for an increase from an authorization of \$85 million to \$170 million in fiscal year 1968.

Natural resources are the foundation and the motivating force of Idaho's strong and dynamic economy. Our stature in the Nation today has been achieved through the application of individual initiative and energy in the development and use of this wealth of water, land, recreation, forests, forage, and minerals under enlightened conservation projects. Idaho's future progress will be assured and the best interests of its people will be served only if we constantly strengthen and encourage efforts for orderly and maximum resource use.

In the case of the timber harvesting, we can harvest timber without damaging our forests. The tendency is to cut trees where they are easy to get. In the meantime, other trees back in the mountains beyond the reach of main roads are not being harvested. These old trees are overmature and need cutting. They have reached their full growth and are standing unused. This condition exists in many areas in Idaho's national forests. It is due, in the main, to the lack of the main roads that I have mentioned. Nine hundred and thirty-five million board feet of timber could be cut from Idaho's national forests every year for all time to come. Instead, the cut up to the last several years, has only been 774 million board feet. The result is 161 million board feet of cutting capacity that remains unused each year.

More access roads in Idaho's national forests would provide more adequate transportation for tourists, protection against losses from fire, disease, and insects. Fire crews could move much faster over well-graded roads than across nonroaded country. Insect control crews could treat infested trees easily and the logging crews could salvage insect-damaged timber.

These main roads would make Idaho's national forest timber available to more logging contractors, loggers who lack financial resources; construction equipment or roadbuilding skills cannot bid on timber sales that require the building of main roads. The stability of many Idaho communities which have grown up around sawmills cutting private and national forest timber is now heavily dependent on Idaho's

national forest timber. Main roads will make it possible to use the full cutting capacity of Idaho's national forests to give our communities maximum support.

The Forest Service has mapped out a program which was presented to Congress by President Kennedy in 1962, which calls for the building of 2,621 miles of main roads in the national forests of Idaho during the next 5 years. These roads would not complete the logging system needed on national forests but they would take care of the immediate needs for the main stem road.

Private operators will continue to build the supplemental spur roads under their timber-purchase contract with the Forest Service. Since the roads will penetrate mountainous country, construction costs for the 2,621 miles of main road at current prices would run at about \$15 million a year over a 5-year period, but spread over the amount of timber which will move over these roads, the cost would be very moderate on a per-thousand-board-foot basis. At present prices, timber hauled over the roads would pay for the cost of construction in less than 6 years after allowing for the cost of administering the timber-sale business on the national forests.

There is nothing new in the idea that logging roads may be built on national forest with public funds. The Government has built many miles of national forest main road. Even when the logging contractor builds his own access roads, the Government actually pays for the road because it is going to be one of the costs which must be charged against the value of the timber.

In other words, Uncle Sam gets less for his timber if the contractors have to build the road.

An example of this is demonstrated by the situation in the last few years in which the average cost for roads taken from timber appraisals by the national forests in the southwest Idaho area has increased from an average of \$3½ a thousands to as high as \$14 a thousand for main-road construction.

The approximate average at the present time is about \$10 per thousand. That is taken from stumpage and possible return to the Treasury, and also a return of the 25-percent funds to the local counties in the State of Idaho.

An example of that is the return to Boise County in which I live. The 25-percent fund 5 years ago amounted to \$126 per year for Boise County. The last year the return by the Government to Boise County was \$63,000 as their share of the 25-percent fund.

I think this gives you a graphic representation of the overall situation at the present time. It is not only this particular problem, but the need, as I have mentioned above, to have the main stem roads into the back country in order that we can have available timber supplies throughout the entire forest so that sales can be put up and operators can buy timber at, say, 35 or 40 miles from the mill and other sales bought at up to a distance of 100 miles, and in that way we can cut the timber that is provided by the Forest Service and which will allow for economic manufacture of these forest products.

In order that we can give you definite examples of what I have attempted to bring to your attention, I obtained the following information from the U.S. Forest Service about the Middle Fork of the Fayette drainage that is located on the Boise National Forest.

The expenditure of about \$3½ million would make available about 1,120 million board feet of standing sawtimber which would be served by a main stem road improvement system. The proposed road development would permit the removal of approximately 30 million board feet annually on a sustained-yield basis. The annual mortality of this area is estimated at 3½ million board feet. The rate of loss would be reduced through increased harvest activity.

This same road would make available about 14 miles of additional fishing streams that could be planted by the State fish and game department and would be open to recreational use. A 50-percent increase in hunter use would be made since the only access to the area now is by a poor trail. This is a key access road for hunting; 54,000 acres of good game range and better access to the Deadwood Reservoir would assist the fish and game department in supplying the area with fish and allow the use of about 20 miles of fishing stream.

Another example is the Deadwood drainage which needs construction of 18 miles of two-lane, surfaced, new road construction with an estimated cost of \$2,700,000.

There are approximately 2,000 head of cattle and 5,000 head of sheep in this area that are grazed by permit on the national forest. A road in this drainage would relieve some severe livestock highway problems and provide better livestock management.

Construction of this main road would have a definite effect on the local timber harvest program. This mainstem road would make available approximately 1,116 million board feet of standing sawtimber. This would permit the removal of approximately 20 million board feet annually on a sustained-yield basis. The annual mortality of timber due to fire, insects, and disease amounts to about 4 million board feet per year.

At a glance the situation looks like this:

Total land area of Idaho in acres-----	52,972,000
The total forested area in acres-----	21,815,000
Commercial forest land in acres-----	15,823,000
<hr/>	
Commercial forest sawtimber volume:	
National forest, board feet-----	95,000,000,000
Other public, board feet-----	11,000,000,000
Private -----	21,000,000,000
<hr/>	
Grand total-----	127,000,000,000
<hr/>	
Sawtimber cut each year, board feet-----	1,295,000,000
Conservation road needs in miles (next 5-year periods on national forests)-----	2,621
Volume of timber to be cut on national forests, board feet-----	5,270,000,000
Funds needed to construct main Government roads (next 5-year period on national forests)-----	66,000,000
<hr/>	
Ownership of commercial forest-land in Idaho is 75 percent Fed- eral, 19 percent private, and 6 percent State.	
Idaho 1964 reported income from various sources:	
Livestock -----	\$196,899,000
Crops -----	265,108,000
Lumber products-----	175,000,000
Mining -----	85,000,000
Tourism -----	100,000,000

The building of 2,621 miles of road on Idaho's national forest lands would make it possible to harvest 161 million board feet more timber volume per year.

More access roads on national forests would provide better protection against losses from fire, disease, and insects. Fire crews could move much faster over graded roads than across country. Insect control crews could treat infested trees more easily and loggers could salvage insect-damaged timber.

Government-built roads make national forest timber available to more logging contractors. Loggers who lack financial resources, construction equipment, or roadbuilding skill cannot bid on a timber sale that requires the building of a main access road. In effect, Government-built roads stimulate bidding, and Uncle Sam often gets a higher price for the timber.

The stability of many communities which have grown up around sawmills cutting private timber is now heavily dependent on national forest timber. Access roads will make it possible to use the full cutting capacity of adjacent national forests to give these communities maximum support.

These main roads would allow safe travel for the rapidly-increasing number of recreation-seekers in the forests of Idaho.

The CHAIRMAN. Thank you. We have your statement, and of course your comments.

Mr. HOFF. Mr. Chairman, a question was asked by the Chief of the Forest Service, Ed Cliff, by one of your distinguished Senators about the two methods of road development and how they are financed.

Mr. Cliff's testimony indicated that the Government financed the road in one of two ways: (a) By appropriated dollars; (b) by reducing the stumpage price to pay for the road.

Mr. Chairman, I submit that in plan "b," the counties that participate in the 25-percent receipts moneys will be subsidizing timber development roads. The 25-percent receipts moneys are paid on the price of the stumpage. If the stumpage is reduced to build roads, then the county receipts moneys are reduced proportionately. This was not the intent of the Federal law that established the 25-percent receipts moneys. A decline is evident in Boise County, Idaho. In the year 1961, Boise County forest receipts were \$126,000. In the year 1965, this total has been reduced to \$63,000. The allowable cut of the Boise National Forest remained constant. The reason for the 50-percent reduction is evident. Boise National Forest was using plan "b" where the stumpage paid for the road. In using plan "b" Boise County's receipts were decreased 50 percent.

Another observation, Mr. Chairman, Senator Montoya asked the Chief of the Forest Service, Mr. Cliff, if the roads were built to open up the areas, would the allowed cut increase. Mr. Cliff stated that the allowable cut is presently 11 billion board feet and with development roads being built by appropriated dollars, allowable cut would go up to 13 billion board feet. This observation is true in part. Mr. Cliff's testimony took into account the timber that would be exposed by the additional roads. It did not take into consideration the faster growth that would result if decadent timber were removed and the young timber was allowed to grow. Actually, you have the same

effect as a housewife who thins radishes in her garden. The radishes that remain after the thinning get much bigger, faster.

In our company, we have thousands of acres of tree farms. This private ground has a transportation system for management purposes.

When over mature and diseased trees have been removed, young timber literally springs from the ground. Sections of small trees have been taken 5 years after the stand has been managed, to an uneducated eye you can see by the ring growths the additional wood that put on annually.

In conclusion, Mr. Chairman, we have received notice through the news media that the President of our great country wants industry to hire high school and college students for summer work; we are asked for tax dollars to support environmental programs as well as tax dollars to support our exploration of outer space and the Vietnam war. All of these requests are reasonable and are things that we should be doing as citizens of this great country. Those of us who are close to the soil cannot understand how we can continue to finance all these programs unless we make better use of the resources placed under our custody. Certainly the diseased and mature trees that are dying each year would help carry some of the monetary problems of this great country.

It is hard to see dollars going to waste and not do something about it. In our State, the Federal Government is the largest landlord. It is their responsibility to see that the national resources in their care are harvested and converted into benefits for our people.

Building forest development roads in the West with appropriated dollars will not only help payrolls, schools, and so forth but will also increase the tax dollars.

The CHAIRMAN. Mr. Hoff, your statement, of course, is factual and your comment that you have just concluded is an eloquent appeal. The Chair is impressed by your advocacy of not weakening the country through what you are requesting, but actually strengthening the country. And I will read what I have listened to again, with not only interest, but in an attempt to make it applicable to what we perhaps can do in this committee by way of direct, or at least action through a report accompanying our bill.

Thank you very much.

And now we will be privileged to have Mr. Little give his testimony.

STATEMENT OF EWING LITTLE, CHAIRMAN, COUNTY COMMISSIONERS BOARD, WALLACE, IDAHO

My name is Ewing H. Little. I reside in Kellogg, Idaho. Kellogg is located 12 miles west of Wallace, county seat of Shoshone County.

I am vice president of the County Commissioners Association of the State of Idaho and chairman of the Board of County Commissioners of Shoshone County, Idaho.

I appear before you to voice support for the increase of appropriations for certain forest roads.

The particular area included in my statement is that of St. Joe National Forest, the Coeur d'Alene National Forest, the counties of Shoshone, Benewah, Clearwater, Latah, and Kootenai, in the northern Idaho panhandle.

In the St. Joe National Forest there are 324 miles of roads, partially developed and in some cases primitive or nonexistent. Over this system there were in excess of 65,000 recreation visits to this area during 1965. It is difficult to determine the additional recreation traffic the resources will generate when road conditions are improved.

There are in the St. Joe River drainage 1,323,420,000 feet of timber; in the Fishhook Elk River area, 611 million feet of timber; and in the Marble-Merry Creek drainage 408,720,000 feet of timber, or a total of 2,343,140,000 board feet of timber, much of which is overmature sawtimber and infested with blister rust and mountain pine beetle. In addition to the above-mentioned areas, there is approximately 43,670 acres (68 square miles) in the Clearwater National Forest, which lies in Shoshone County.

A broad estimate of the timber resources would be 73,577 thousand feet board measure in this 68 square miles, about 21 percent of which is private ownership (21 percent of the timber volume). While 21 percent of the timber volume is in private ownership, only about 5.5 percent of the land is in private ownership. The timbered area is badly isolated and in need of access roads from the area of Canyon ranger station to the Skull Creek and Collins Creek areas.

Much of the area has been badly burned and timber volumes are in scattered patches, some of which are too widely scattered to make attractive logging opportunities. The presence of patented mining claims in private ownership seems to indicate at least, some mineral potential. Much of this area is perhaps as valuable and in some cases, more valuable for recreational (hunting and fishing) purposes, than it is for timberland.

The Idaho portion of the Coeur d'Alene National Forest has 653,672 acres of commercial forest land, having a net sawtimber volume of 5,167,701,000 board feet. Of this commercial forest land, 72 percent is in Shoshone County with three-fifths of the timber volume. The balance of land area is primarily in Kootenai County.

The annual transportation of 100 million board feet of Coeur d'Alene National Forest timber on the existing road system creates a traffic impact. Because of the narrow, dusty, dangerous roads, and logging traffic, many people who would prefer to visit and enjoy the forest, seek other forms of recreation.

Present recreation improvements up the North Fork of the Coeur d'Alene River and Deception Creek, consist of two campgrounds with a capacity of 130 people. The development of 9 additional potential recreational sites within this area would provide facilities for 945 more people. The number of visitor-days per year is estimated to be 75,000, converted to the number of cars, this amounts to 21,000 vehicles. This potential development is contingent upon construction of two-lane surfaced oil-treated roads.

The main stem of the Coeur d'Alene River with its great volume of water, provides opportunities for development of water-oriented recreation. There are over 400 acres of recreation sites along this river which can be developed and would be used if a two-lane multipurpose road were constructed. Full development and use of the Coeur d'Alene River would bring visitor-days up to 500,000 visitors annually. Proximity to the largest population center in the inland empire and

being adjacent to Interstate Highway 90, should bring about rapid utilization of all forest resources.

In summary let me remind you that the forest road system in the above-mentioned area must be upgraded, if all the forest resources—timber, recreation, wildlife, water, range, soil, and minerals are to be managed and available for use.

It has been estimated by the Forest Service, Bureau of Public Roads, and from other available information, that at the present rate of allotted funds, from other available information, that at the present rate of allotted funds, it will take about 40 years to construct needed roads in this area and the public demand for use of all national forest resources just won't wait 40 years.

(Data submitted by Mr. Little follows:)

MAJOR ROAD CONSTRUCTION AND RECONSTRUCTION PROJECTS NECESSARY FOR DEVELOPMENT OF THE ST. JOE NATIONAL FOREST TRANSPORTATION SYSTEM

Following is information on major road construction projects needed to develop a system of main line roads within the St. Joe National Forest. These roads are necessary to provide safe and efficient service for all traffic associated with the protection, development, management and utilization of all the resources of the lands in the Forest. Only major projects have been listed. Many others, smaller in size, exist and are recorded on our Forest Road Development Inventory.

1. Project name: St. Joe River Road, Forest Highway 50 and F.D.R. 218.

Forest: St. Joe.

County: Benewah and Shoshone.

Description of termini and location: The St. Joe River Road begins at a junction with U.S. 95A at St. Maries, Idaho and extends up the St. Joe River to the Idaho Montana State line. Continuation of this road in Montana will result in a connection with Interstate 90 near Superior, Montana.

Cost of construction and reconstruction

[Cost in millions of dollars]

Section:

Forest highway:

U.S. 95A to Benewah—Shoshone County line (12 miles)-----	
Shoshone County line through Avery, Idaho (38 miles)-----	7.5

Forest development road:

Avery, Idaho to Red Ives Ranger Station (39 miles)-----	5.2
Red Ives to junction with trunkline road connection to Interstate 90 (35 miles)-----	5.0

Total-----	17.7
------------	------

Total forest highway-----	7.5
---------------------------	-----

Total forest development road-----	10.2
------------------------------------	------

Additional information: This road is partially developed with the lower 16 miles of the Forest Highway constructed to secondary highway standards. Of the remaining 110 miles, four miles have a bituminous surface, 30 miles do not exist and 76 miles are single lane with dirt surfacing.

The entire St. Joe River drainage is served by this road. The average daily traffic, even though it is dead-end and primitive road, exceeds 200 vehicles per day and is increasing every year.

This river drainage is a major producer of timber for sawmills located in St. Maries and Coeur d' Alene, Idaho, and several communities in Montana. The standing volume of mature timber in the drainage is 4,411.4 million board feet with approximately 30 percent of this volume in private ownership. The logging of overmature timber in the upper reaches of this drainage is now not economically feasible. Reconstruction of this road from a single lane dirt standard to a double lane paved standard will reduce the transportation cost of timber products \$0.20 per 1000 board feet per mile. This will result in a \$500,000 per year savings in hauling costs.

The area served is prime recreational country with excellent fishing and hunting. There were in excess of 65,000 recreation visits made to this area during 1965.

2. Project name: Fishhook-Little North Fork Clearwater #530.

Forest: St. Joe National Forest.

County: Shoshone and Clearwater.

Description of termini and location: This road begins at Forest Highway 50 at the mouth of the Fishhook Creek drainage, extends up Fishhook Creek and down the Little North Fork of the Clearwater River to the Dworshak Reservoir and terminates on State Highway 43 at Elk River, Idaho.

Cost of construction and reconstruction

[Cost in millions of dollars]

Section:

Forest Highway 50 to Shoshone-Clearwater line (34 miles) ----- 6.5

Shoshone-Clearwater line to Elk River (40 miles) ----- 7.0

Total ----- 13.5

Additional information: The road is 74 miles in length with both ends partially constructed to a low standard single lane. There are 24 miles of this route that are nonexistent.

This road serves large areas and drainages. Besides providing access to the entire Little North Fork of the Clearwater, it serves the Fishhook-Sisters Basin south of Avery, Idaho and provides the shortest route from the population centers to the North and West to the Upper Dworshak reservoir.

The volume of mature and overmature sawtimber that will be served by the road is in excess of 1,358 million board feet. Approximately 45 percent of this volume is private. Access will be provided to large stands of timber in the Butte, Dip, and Brush Creek areas that are now infected with blister rust and mountain pine beetle.

It would be impossible to predict the tremendous impact recreation traffic would have on this road if it were constructed. Besides providing a route to the water-based recreation areas of Dworshak reservoir it will provide access to 24 miles of blue line fishing stream that does not now have access. It will also serve to help in the harvest of a large elk herd in the Little North Fork of the Clearwater River.

3. Project name: Prospector Creek Road No. 752.

Forest: St. Joe.

County: Shoshone.

Description of Termini and Location: The Prospector Creek Road begins on the St. Joe River at the mouth of Prospector Creek, crosses the St. Joe River, and will provide access to the Prospector, Periwinkle, Nugget, and Allen Creek drainages. This road will terminate at the existing Fuzzy-Bennett Road.

Cost of construction

[Cost in dollars]

Bridge across St. Joe River (150 feet) ----- 150,000

Road construction (12 miles) ----- 330,000

Total ----- 480,000

Additional information: This is an eight mile road with a major bridge that is needed to provide access to the tremendous timber volumes on the south side of the St. Joe River above Avery, Idaho. There is currently a 25 mile gap between bridges across the St. Joe River to the southside and due to the high cost of the road and bridge construction this leaves the area between Sisters Creek and Bennett Creek without access. This is an area of approximately 40 square miles of high producing timber country. It is currently infested with blister rust and mountain pine beetle and a suffering mortality of the white pine merchantable volume at a rate of 5 percent annually.

There are 211 million board feet of mature timber in the area including the white pine volume estimated at 60 million board feet; therefore, approximately 3 million board feet of white pine are being lost per year. This annual loss is valued at \$45,000 of timber on the stump. Access to these drainages will open

up another large area to stream fishing and big game hunting that previously was inaccessible.

4. Project name: Simmons Creek Road No. 511.

Forest: St. Joe.

County: Shoshone.

Description of termini and location: This proposed road begins at the mount of Simmons Creek on the St. Joe River Road and continues up the Simmons Creek drainage to its headwaters and then connects to the proposed extension of the St. Joe River Road a total distance of approximately 20 miles.

Cost of Construction

[Cost in dollars]

Section:

St. Joe River Road to proposed Simmons Creek Timber Sale (7 miles)-----	500,000
Timber Sale to St. Joe River Road (13.0 miles)-----	1,000,000
Total-----	1,500,000

Additional information: This proposed road will serve a large tributary drainage of the St. Joe River. Since 1958, there has been increased mortality to white pine timber in this drainage due to blister rust and mountain pine beetle attacks. In 1959, this build up was noted and a request made for access road construction funds. Funds still are not available for construction of this road.

Blister rust and mountain pine beetles are currently causing an estimated loss of 6 percent per year to high value white pines. An estimated 80 million board feet of mature white pine presently needs harvesting in this drainage. During the past three years a total of 15 million board feet of white pine has been killed by insects and disease. Fifteen million board feet of white pine has an estimated on the stump value of \$180,000. Access is needed to prevent heavier losses in the future. Besides the economic loss of the timber the dead trees are creating an aesthetic blight on the countryside and a severe fire hazard that could result in a disastrous fire.

The road would provide access to 12 miles of top quality cutthroat trout fishing stream and excellent big game hunting.

The additional recreation traffic that these resources will generate is difficult to determine, but past experience has shown that it is substantial.

5. Project name: Palouse River—Emerald Creek Road No. 447.

Forest: St. Joe.

County: Latah and Shoshone.

Description of termini and location: This road starts on U.S. Highway #95 near Harvard, Idaho, and continues up the Palouse River to the Palouse-Emerald Creek Divide and then down the Emerald Creek drainage to State Highway #43 near Clarkia, Idaho.

Cost of reconstruction

[Millions of dollars]

Section:

Highway 43 to Shoshone-Latah County line (5.9 miles)-----	0.3
County line to Palouse-Emerald Divide (10.1 miles)-----	.8
Divide to U.S. 95 (12.2 miles)-----	1.2
Total-----	2.3
Total Shoshone County-----	300,000
Total Latah County-----	2,000,000

Additional information:

Palouse River-Emerald Creek Road.—This is a 24 mile main road that serves two major drainages and connects State Highway 43 and U.S. 95. The road on the Palouse River side is now a single lane gravel surfaced road; the Emerald Creek portion is a single lane dirt surfaced road.

The drainages that this road serves contains over 680 million board feet of timber and provide approximately 13 million feet of timber a year to the local sawmills. Construction of this facility would provide a cut off road for timber

haulers that transport logs from the Clarkia area to the Potlatch area. This cut-off would save 15 miles of log haul. This road serves the well known "Garnet Gulch" area and receives tremendous use from "rock hounds" from all over the United States. There is also commercial garnet mining operations in both drainages. The traffic count at present is in excess of 125 vehicles per day during the summer season but if the road were upgraded this figure would be increased to at least 250 vehicles per day.

6. Project name: Butte Creek Road No. 1268.

Forest: St. Joe.

County: Shoshone.

Description of termini and location: This road will take off the proposed Fishhook-Little North Fork of the Clearwater road and provide access to the Mowich, Butte, and Foehl Creek drainages.

Cost of construction

Fishhook-Little North Fork Clearwater to Foehl Creek (17 miles)----- \$850, 000

Additional information: This area contains 200 million board feet of sawtimber of which 100 million is white pine. This white pine is severely infected with blister rust and mountain pine beetle and is dying at the rate of 5 percent per year.

This road is desperately needed to harvest this over mature timber. The dying white pine is creating a fire hazard. The soils in each of these drainages are decomposed granite and are highly erosive and the timber stands should be carefully managed for watershed protection.

These areas are also dependent on the construction of a portion of the Fishhook-Little North Fork Road already reported.

7. Project name: Clarkia—Marble Road #321.

Forest: St. Joe.

County: Shoshone.

Description of termini and location: This road starts at mouth of Marble Creek on Forest Highway 50 on the St. Joe River and goes up Marble Creek to the Marble Creek-Merry Creek Divide then down Merry Creek to Clarkia, Idaho, on State Highway 43.

Cost of reconstruction

Forest Highway #50 to State Highway 43 (35 miles)----- \$3, 500, 000

Additional information: This area is presently served by a primitive single lane dirt road and includes the entire Marble Creek and Merry Creek Drainages.

The timber volumes in the area served by this road are in excess of 768 million board feet of which slightly more than half is private. If this road were improved to a two lane surfaced facility that would adequately serve all uses, the savings on timber haul would be \$27,000 per year. This is based on an average haul of 9 miles and an annual cut of 15 million feet per year.

Marble Creek is a large stream that is noted for its excellent cutthroat trout fishing. Recreation traffic has been relatively high even though the conditions of the road limits its use to truck-type vehicles. The average daily traffic for all uses is approximately 110 vehicles per day during the summer season. With an improved facility this figure can be expected to double.

8. Project: North Fork of St. Joe River Road #456.

Forest: St. Joe and Coeur d'Alene.

County: Shoshone.

Description of termini and location: This road starts at Avery, Idaho on Forest Highway #50 and goes a distance of 32 miles to Wallace, Idaho and Interstate Highway No. 90.

Cost of reconstruction to 2-lane bituminous surface

Avery, Idaho to Wallace, Idaho (32 miles)----- 5, 000, 000

Additional information: Construction of this road would provide access for the population centers of Wallace, Idaho and vicinity to the St. Joe National Forest. Benefits would result from increased use and competition for Forest resources.

Recreation facilities of the St. Joe Forest would be readily accessible to people in the Wallace, Kellogg, and Coeur d'Alene areas.

Upon completion of the Fishhook-Little North Forth Clearwater road this would be the logical travel route from Highway No. 10 at Wallace, Idaho through the Upper Dworshak Reservoir to Lewiston, Idaho.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
ST. JOE NATIONAL FOREST,
St. Maries, Idaho, January 14, 1966.

Mr. EWING H. LITTLE,
County Commissioner,
Shoshone County Courthouse,
Wallace, Idaho.

DEAR MR. LITTLE: Please refer to your recent telephone conversation with Ray D. Hunter regarding vehicle traffic over various roads in the St. Joe National Forest area.

We are happy to supply you with the following road use estimates.

RECREATION TRAFFIC—CALENDAR YEAR 1965

These figures are based upon actual use counts and use estimates. We have separate figures for each Ranger District adjacent to the St. Joe River Road.

Red Ives District:	<i>Estimated number of cars</i>
Type of recreation activity:	
Camping and Picnicking-----	300
Hunting-----	900
Fishing-----	775
Sightseeing-----	180
Other-----	80
Total-----	2235

Travel to recreation areas on the Red Ives District occurs over four primary routes.

St. Maries-Red Ives : 90 miles.

Montana-Red Ives (via Gold Creek) : 23 miles (State line to Red Ives).

Wallace-Red Ives (via Moon Pass) : 73 miles.

St. Joe River Road-Dismal Lake : 12 miles.

Avery District:	<i>Estimated number of cars</i>
Type of recreation activity:	
Camping and Picnicking-----	200
Hunting-----	2100
Fishing-----	3250
Sightseeing-----	175
Other-----	300
Total-----	6025

Travel to recreation areas on the Avery District occurs over three primary routes.

St. Maries-Avery : 52 miles.

Wallace-Avery : 33 miles.

Avery-Upper Fishhook Drainage : 17 miles.

Calder District:	<i>Estimated number of cars</i>
Type of recreation activity:	
Camping and Picnicking-----	1830
Hunting-----	2500
Fishing-----	3000
Sightseeing-----	1875
Other-----	1400
Total-----	10605

Travel to recreation areas on the Calder District occurs over four primary routes.

St. Maries-Calder : 26 miles.

St. Maries-Marble Creek : 38 miles.

Clarkia-Marble Creek (via Merry Creek) : Varies.

Calder-Big Creek (North Side Road) : 6 miles.

A breakdown of the total estimated recreation use by road segments is as follows:

Road segment	Distance (miles)	Number of cars in 1965
St. Maries to Calder.....	26	11,800
Calder to Big Creek.....	42	1,600
Calder to Marble Creek.....	12	10,200
Marble Creek into Marble Creek drainage.....	(1)	4,250
Clarkia into Marble Creek drainage.....	(1)	3,200
Marble Creek to Fishhook Creek.....	10	5,950
Fishhook Road into Sisters-Fishhook area.....	(1)	1,500
Fishhook Road to Avery.....	2	5,000
Wallace to Avery.....	33	2,100
Avery to Bluff Creek.....	22	7,350
Bluff Creek to Gold Creek.....	7	1,350
St. Regis to Gold Creek.....	31	550
Gold Creek to Red Ives.....	11	1,900

¹ Varies.

LOGGING TRAFFIC, JULY 1, 1964, TO JUNE 30, 1965

The following volumes are those removed from National Forest timber sales tributary to the St. Joe River Road. A conversion factor of 6.5 M per load is used to show approximately how many one-way trips were required for the removal of this timber. In addition, it is also estimated that logging operators make one trip by sedan, pickup or utility vehicle for each load of logs hauled.

Red Ives District:

Bluff Creek-St. Maries (72 miles) : 3000M or 462 trips.

Bluff Creek-Montana via Gold Creek (19 miles to State line) : 8,900M or 1369 trips.

Quartz Creek-St. Maries (70 miles) : 8,500M or 1307 trips.

Avery District:

Bird Creek-St. Maries (59 miles) : 12,000M or 1846 trips.

Fishhook Creek-Avery (17 miles) : 13,000M or 2000 trips.

Fishhook Creek-St. Maries (63 miles) : 12,000M or 1846 trips.

Calder District:

Black Prince Creek-St. Maries (42 miles) : 2,500M or 385 trips.

Bussel Peak-Marble Creek-St. Maries (26 miles) : 500M or 77 trips.

There was also an additional estimated 15,000 M of private timber cut within the Calder District. This was hauled primarily over the St. Joe River Road to St. Maries.

These estimates do not include local residential traffic.

Please let us know if we can be of further help to you.

Sincerely yours,

RAY L. HILDING,
Forest Supervisor.

National forests recreation visits, Region 1—Calendar year 1963

Forest	Camp-grounds	Picnic sites	Winter sports	Organization camps	Hotels and resorts	Recreation residences	Wilderness areas	Other forest areas	Grand total ¹
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
Beaverhead.....	36,400	25,500	7,000	1,000	11,000	2,000	1,000	194,900	278,800
Bitterroot.....	21,100	15,500	3,500	800	-----	1,500	13,600	110,600	166,600
Clearwater.....	26,200	5,900	-----	-----	11,000	200	6,000	195,400	244,700
Coeur d'Alene.....	38,000	92,700	21,000	300	-----	900	-----	314,000	466,900
Colville.....	29,300	16,500	-----	-----	700	3,000	-----	104,800	154,300
Custer.....	38,100	119,500	72,000	6,300	19,900	6,500	7,200	778,900	1,048,400
Deerlodge.....	32,600	140,800	3,000	600	15,000	8,900	1,600	396,100	598,600
Flathead.....	38,200	27,300	114,300	-----	26,600	1,400	7,500	548,700	764,000
Gallatin.....	89,700	75,000	25,000	6,300	6,800	21,500	2,300	2,504,300	2,730,900
Helena.....	52,000	44,100	200	2,200	-----	9,000	800	162,700	270,000
Kaniksu.....	24,600	14,600	12,100	-----	9,100	18,400	1,000	417,000	496,800
Kootenai.....	29,000	13,500	1,000	-----	-----	200	5,600	124,200	173,500
Lewis and Clark.....	32,300	43,000	15,500	2,500	2,000	19,000	3,400	201,300	319,000
Lolo.....	36,200	41,500	12,600	1,100	4,300	3,900	100	241,300	341,000
Nezperce.....	17,000	2,000	-----	2,700	19,400	1,000	6,100	114,600	162,800
St. Joe.....	19,100	16,300	5,200	-----	100	100	-----	124,200	165,000
Regional total.....	559,800	693,700	292,400	22,800	125,900	97,500	56,200	6,533,000	8,381,300

¹ (1) to (8) inclusive.*National forests recreation visits, Region 1—Calendar year 1964*

Forest	Camp-grounds	Picnic sites	Winter sports	Organization camps	Hotels and resorts	Recreation residences	Wilderness areas	Other forest areas	Grand total ¹
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
Beaverhead.....	35,700	24,800	6,000	900	11,200	1,900	1,000	205,700	287,200
Bitterroot.....	27,800	14,700	3,400	800	-----	1,200	14,100	123,900	185,900
Clearwater.....	24,500	2,400	-----	-----	12,000	200	6,000	225,500	270,600
Coeur d'Alene.....	66,200	75,000	22,600	300	-----	1,000	-----	303,200	468,300
Colville.....	27,800	24,300	4,000	-----	900	3,000	-----	111,000	171,000
Custer.....	27,700	100,800	31,700	4,100	63,500	10,100	12,100	758,300	1,008,300
Deerlodge.....	45,300	124,000	3,000	600	15,000	11,400	1,600	411,000	611,900
Flathead.....	51,100	38,900	54,000	-----	26,800	1,500	6,100	453,400	631,800
Gallatin.....	139,300	97,400	31,000	7,700	6,800	22,700	2,600	2,588,000	2,895,500
Helena.....	59,700	45,100	800	1,300	-----	9,000	800	174,700	291,400
Kaniksu.....	50,900	31,200	62,100	-----	9,200	18,500	500	442,800	615,200
Kootenai.....	49,600	15,600	6,000	-----	-----	200	7,500	120,700	199,600
Lewis and Clark.....	32,600	38,500	18,000	2,500	1,400	16,800	3,000	200,100	312,900
Lolo.....	56,400	47,000	25,200	1,200	4,300	4,000	200	271,300	409,600
Nezperce.....	16,800	2,100	-----	2,600	3,000	1,000	6,300	130,400	162,200
St. Joe.....	15,600	13,100	9,700	-----	100	100	-----	139,100	177,700
Regional total.....	727,000	695,000	277,400	22,000	154,200	102,600	61,800	6,659,100	8,699,100

¹ (1) to (8) inclusive.**MAJOR ROAD CONSTRUCTION AND RECONSTRUCTION PROJECTS NECESSARY FOR DEVELOPMENT OF THE COEUR D'ALENE NATIONAL FOREST TRANSPORTATION SYSTEM**

Following is information on major road construction projects needed to develop a system of main line roads within the Coeur d'Alene National Forest. These roads are necessary to provide safe and efficient service for all traffic association with the protection, development, management and utilization of all the resources of the lands in the Forest. Only major projects have been listed. Many others, smaller in size, exist and are recorded on our Forest Road Development Inventory.

Our existing forest road system has been built primarily by timber purchasers for timber harvest over the past 30 years. The standard of roads needed today for timber harvest is much higher than it was years ago. Current public demands for the use of all National Forest resources has emphasized the need for all purpose road construction. Main access roads which are more compatible

with all resource uses, are being reconstructed by timber purchasers but they do not meet the requirements for all purpose roads.

The purchasers will incur reconstruction costs in the amount of \$600,000.00 to \$700,000.00 a year for the next five years. These expenditures will bring about acceptable standards in grade, width, and alignment to some roads for all forest use, but the rate of reconstruction of main forest roads by logging operators will not take care of current or anticipated all purpose needs including surfacing and dust abatement.

The annual transportation of 100,000 M board feet of Coeur d'Alene National Forest timber on the existing road system creates a traffic impact. Because of the narrow, dusty, dangerous roads, and logging traffic, many people who would prefer to visit and enjoy the forest, seek other forms of recreation.

A. Timber

The Idaho portion of the Coeur d'Alene National Forest has 653,672 acres of commercial forest land (stocked) having a net sawtimber volume of 5,167,701 M board feet. Of this commercial forest land, 72% is in Shoshone County with $\frac{1}{3}$ of the timber volume. The balance of land area is primarily in Kootenai County.

B. Recreation

(1) Road No. 209 and 612—North Fork Coeur d'Alene River and Deception Creek.

Recreation improvements up the North Fork of the Coeur d'Alene River and Deception Creek consist of two campgrounds with a capacity for 130 people.

The development of nine additional potential recreation sites within this area would provide facilities which will accomodate 945 more people. With all potential sites developed there will be 212 family units, and the number of visitor days per year is estimated to be 75,000. Converted to number of cars this amounts to 21,000 vehicles. This potential development is contingent upon construction of two lane surfaced roads with oil treatment.

The main stem of the Coeur d'Alene River with its great volume of water provides opportunities for development of water oriented recreation. In our inventories, we have over 400 acres of prime recreation sites along this river which can be developed and would be used with the constuction of two lane multi-purpose roads. Estimates of potential facilities for the acreage listed above are approximately 1600 family units.

Full development and use of Coeur d'Alene River would bring visitor days up to 500,000 visitors annually. Proximity to the largest population center in the Inland Empire and being adjacent to Interstate Highway 90 should bring about rapid utilization of all forest resources particularly those having to do with outdoor recreation.

Our forest recreation inventories indicate development potential in the following "recreation oriented roads" by county:

A. Primary Roads ("A") in Shoshone County:		Miles
Coeur d'Alene River Road No. 208.1	-----	14.8
Coeur d'Alene River Road No. 208.2	-----	11.5
Coeur d'Alene River Road No. 208.3	-----	13.5
Coeur d'Alene River Road No. 208.4	-----	7.0
North Fork Coeur d'Alene River Road No. 209.1	-----	5.8
Total miles	-----	52.6
B. Primary Roads ("A") in Kootenai County:		
Blue Creek No. 499.2 or alternate Fernan Road No. 268.2	-----	7.0
North Fork Coeur d'Alene River Road No. 209.2	-----	9.5
North Fork Coeur d'Alene River Road No. 209.3	-----	30.0
Coeur d'Alene-Deception Creek No. 612	-----	23.7
Total miles	-----	63.2

(3) *Other Roads.*—New or higher standard roads should be constructed for Big Creek up to Lake Elsie, to Black Peak Observation Site, and to Canfield Observation Peak and to many other areas.

Adequate roads would provide recreationists immediate access to scenic country, give better protection to municipal watersheds, and open up sub-alpine areas to summer time visitors interested in rock collecting, wildlife, and native plants. Ultimately, they would also serve for harvesting the timber.

C. Wildlife

A good all weather road system is essential to get proper distribution of sportsmen and to secure adequate harvests of big game, small game, upland birds and fish.

D. Fire Control

Early detection and fast aggressive initial action is essential to control forest fires at minimum cost and damage. The cost of a high standard transportation system in the long run, should be at least partially offset in reduction in costs and damage from wildfires.

E. Watershed

Increasing recognition of the value of pure, clean water warrants public construction of multi-purpose roads including full treatment to minimize erosion problems. Corrective measures must be taken to increase the protection of quality water by the establishment of an up-to-date primary and secondary road system.

F. Minerals

Mineral resources within the Coeur d'Alene River valley make a great contribution to the economic stability of the Inland Empire. A good road system is essential to the full development of all resources.

G. Agriculture

Farms and ranches need adequate farm to market forest highways for transportation of agricultural products and all-weather roads for school bus service.

Summary of road costs by county (built to dust-free specifications)

	Miles	Road construction costs
Shoshone County:		
Forest Highway No. 9.....	23.6	
Forest Highway No. 12.....	6.0	
Subtotal forest highways.....	29.6	\$5,920,000
Primary roads ("A").....	141.5	14,650,000
Subtotal Shoshone County.....	171.1	20,570,000
Kootenai County:		
Forest Highway No. 8 (95A).....	7.0	1,400,000
Primary roads ("A").....	110.4	11,040,000
Subtotal Kootenai County.....	117.4	12,440,000
Bonner County: Primary roads ("A").....	13.1	1,310,000

Summary of road costs on the Coeur d' Alene National Forest in Idaho

Forest highways ¹ (36.6 miles).....	\$7,320,000
Primary roads ("A") (265.0 miles).....	27,000,000
Total.....	34,320,000

¹ Does not include Interstate No. 90.

SUMMARY OF REPORT

The Coeur d'Alene National Forest must have its forest road system upgraded if all the forest resources—timber, recreation, wildlife, water, range, soil, and minerals, are to be managed and available for use. Our report has given much emphasis to recreation and timber oriented roads. It should be noted that roads are particularly needed for administration—including access to headquarters and fire control purposes, wildlife harvesting (all hunting), minerals, development, and farm to market transportation. Much of this road use must be compatible with the log haul traffic. Because of severe dust conditions on the forest, we can only resolve our forest multiple-use program through the construction of multi-purpose roads.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
COEUR D'ALENE NATIONAL FOREST

Wallace, Idaho, February 9, 1966.

Mr. EWING H. LITTLE,
County Commissioner,
Shoshone County Courthouse,
Wallace, Idaho.

DEAR EWING: Reference is made to our recent conversation concerning the amount of vehicle traffic over various roads on the Wallace Ranger District, Coeur d'Alene National Forest.

It is our pleasure to supply these figures for you. However, please bear in mind that they are estimates only, but are based on a sample basis by our field-going personnel, and the compilation was done by trying to segregate traffic loads by weekday and weekend use where we know there is a vast difference.

We have obtained some figures on the forest-wide level, and these are as follows (miles on National Forest roads only) :

Calendar year 1965

	<i>Miles</i>
U.S. Forest Service administrative use.....	480, 000
Logging vehicles.....	200, 000
State and Bureau of Land Management.....	50, 000
Mining industry.....	50, 000
Total.....	780, 000

Recreation use (Wallace Ranger District only)

Road segment	Distance	Estimated cars	Miles
Big Creek-Lake Elsie.....	8	140	1, 120
Burke-Glidden Lake.....	6	360	2, 160
Wallace-Moon Pass.....	11	6, 480	71, 280
Two-Mile-Beaver Creek.....	8	2, 100	16, 800
Pottsville-Mullan Pass.....	4	350	1, 400
Murray-Thompson Pass.....	9	800	7, 200
Prichard-Devils Elbow.....	15	3, 500	52, 500
Total.....	61	13, 730	152, 460

In looking over the above figures, it actually seems to be quite low for total vehicle miles, but these are for the miles of road within the National Forest, as recreationists and users of various products. These estimates do not include local residential traffic.

Please let us know if we can be of any further assistance to you.

Sincerely,

H. S. WOFFENDEN,
District Forest Ranger.

By ROBERT J. GOODMAN,
Resource Assistant.

Mr. LITTLE. With your permission, I would like to quote three or four specific areas.

The No. 1 project is Fishhook-Little North Fork Clearwater No. 530, the forest is St. Joe National Forest, in Shoshone and Clearwater Counties. The road is 75 miles in length with both ends partially constructed to a low standard single lane. There are 25 miles of this road there nonexistent.

This road serves large areas and drainages. Besides providing access to the entire Little North Fork of the Clearwater, it serves the Fishhook-Sisters Basin south of Avery, Idaho, and provides the short-

est route from the population centers to the north and west to the upper Dworshak Reservoir.

The volume of mature and overmature sawtimber that will be served by the road is in excess of 1,358 million board feet. Approximately 45 percent of this volume is private. Access will be provided to large stands of timber in the Butte, Dip, and Brush Creek areas that are now infected with blister rust and mountain pine beetle.

It would be impossible to predict the tremendous impact recreation traffic would have on this road if it were constructed. Besides providing a route to the water-based recreation areas of Dworshak Reservoir it will provide access to 24 miles of blue line fishing stream that does not now have access. It will also serve to help in the harvest of a large elk herd in the Little North Fork of the Clearwater River.

No. 2, project name is the Simmons Creek Road No. 511, the St. Joe National Forest in the county of Shoshone.

This proposed road will serve a large tributary drainage of the St. Joe River. Since 1958, there has been increased mortality to white pine timber in this drainage due to blister rust and mountain pine beetle attacks. In 1959, this buildup was noted and a request made for access road construction funds. Funds still are not available for construction of this road.

Blister rust and mountain pine beetles are currently causing an estimated loss of 6 percent per year to high-value white pine. An estimated 80 million board feet of mature white pine presently needs harvesting in this drainage.

During the past 3 years a total of 15 million board feet of white pine has been killed by insects and disease.

Fifteen million board feet of white pine has an estimated on-the-stump value of \$180,000. Access is needed to prevent heavier losses in the future. Besides the economic loss of the timber the dead trees are creating an esthetic blight on the countryside and a severe fire hazard that could result in a disastrous fire.

The road would provide access to 12 miles of top-quality cutthroat trout fishing stream and excellent big-game hunting.

The additional recreation traffic that these resources will generate is difficult to determine, but past experience has shown that it is substantial.

The third project I would like to mention is the Palouse River, Emerald Creek Road No. 447, in the St. Joe National Forest in the Latah and Shoshone Counties.

This is a 24-mile main road that serves two major drainages and connects State Highway 43 and U.S. 95. The road on the Palouse River side is now a single-lane, gravel-surfaced road; the Emerald Creek portion is a single-lane, dirt-surfaced road.

The drainages that this road serves contains over 680 million board feet of timber and provide approximately 13 million feet of timber a year to the local sawmills. Construction of this facility would provide a cutoff road for timber haulers that transport logs from the Clarkia area to the Potlatch area. This cutoff would save 15 miles of log haul.

This road serves the well-known Garnet Gulch area and receives tremendous use from rock hounds from all over the United States. There is also commercial garnet mining operations in both drainages.

The traffic count at present is in excess of 125 vehicles per day during the summer season but if the road were upgraded this figure would be increased to at least 250 vehicles per day.

The fourth project I would like to mention is the North Fork of the St. Joe River Road No. 456 in St. Joe and Coeur d'Alene National Forest in Shoshone County. This road starts at Avery, Idaho, on Forest Highway No. 50, and goes a distance of 32 miles to Wallace, Idaho, and Interstate No. 90.

The construction of this road would provide access for the population centers of Wallace, Idaho, and vicinity to the St. Joe National Forest. Benefits would result from increased use and competition for forest resources. Recreation facilities of the St. Joe Forest would be readily accessible to the people in the Wallace, Kellogg, and Coeur d'Alene areas.

Upon completion of the Fishhook-Little North Fork Clearwater Road this would be the logical travel route from Highway No. 10 at Wallace, Idaho, through the Upper Dworshak Reservoir to Lewiston, Idaho.

I have quite a few more of these that I would like to submit for the record, but in view of the time, I hesitate to read any more of them.

The CHAIRMAN. Mr. Little, the four that you have mentioned, I think, are important. The others will be of equal importance, perhaps, and we will ask that you not read them, but as you have suggested, we will include them in the record of illustrations of the need. We will do that.

Mr. LITTLE. It has been estimated from the Forest Service and the Bureau of Public Roads and from other available information that our area, at the present rate of allotted funds, it will take about 40 years to construct the needed roads in this area, and the public demand for use of all resources just isn't going to wait 40 years.

I thank you very much for hearing us.

The CHAIRMAN. Thank you, Mr. Little, and you feel that actually we would shortchange ourselves, rather than to save money, if we don't meet the problem now in Idaho? Is that true?

Mr. LITTLE. That is correct.

The CHAIRMAN. You think you can strengthen the economy by spending or, rather, investing some dollars at this time?

Mr. LITTLE. I think that in the long run we will get our investment back.

The CHAIRMAN. Well, I thank you, Mr. Dorman, and I thank you, Mr. Hoff, and I thank you, Mr. Little. This is in the best tradition of presentation of testimony, as you have sat here in a panel. Thank you.

We will now hear the testimony of Mr. Teske, secretary of the Idaho Mining Association.

You may proceed, Mr. Teske.

STATEMENT OF A. J. TESKE, SECRETARY, IDAHO MINING ASSOCIATION, BOISE, IDAHO

Mr. TESKE. Thank you, sir.

Mr. Chairman, my name is A. J. Teske. I reside in Boise, Idaho, and I am secretary of the Idaho Mining Association, representing virtually all of the productive mining operations in the State.

Like all major segments of the national economy, the mining industry is vitally interested in and derives substantial benefits from the Federal-aid highway legislation under consideration by this committee today.

My purpose in requesting this appearance before you is not to discuss the major provisions and objectives of the bill, however, but rather to express the Idaho mining industry's strong endorsement and support of an amendment introduced in the Senate a few weeks ago by Idaho's junior Senator, Len B. Jordan, with the active and vigorous backing of his senior Idaho colleague, Senator Frank Church.

This amendment would increase the proposed authorization for forest roads and trails from \$85 to \$170 million in fiscal year 1968 and from \$110 to \$170 million in fiscal year 1969.

In terms of the total authorizations involved in this bill, these increases are almost insignificant. However, to a State like Idaho, they could spell the difference between continued growth and development and virtual stagnation of its economy.

These additional funds would be used to accelerate construction of an expanded system of high-standard multipurpose access roads into our national forest lands. What this would mean to Idaho's economy is clearly evident from the fact that more than one-third of our State's total land area is within national forest boundaries. In some of our counties the proportion of forest lands runs considerably higher—as much as 80 percent. Throughout the entire State we depend in large measure upon the abundant natural resources of these lands—the timber, minerals, forage, water and recreational facilities—not only to sustain our basic industries but also to provide the opportunities for new wealth and job-creating enterprises.

At the present time large segments of these Idaho forest lands are virtually inaccessible and their wealth of natural resources is virtually going to waste. Timber is dying on the stump and being lost to fire and insect damage. Good livestock forage is going unused. And an excellent opportunity for alleviating the increasing pressure on existing recreational facilities is being passed up.

I am confident that during the course of these hearings this committee will be provided with an abundance of facts and data by expert witnesses to substantiate the social and economic benefits that would be derived from an adequate multiple-use transportation system in our national forests—in terms of increased timber harvest and reduced timber losses, in terms of increased acreage for forage, and in terms of added recreational sites and improved hunting and fishing.

Unfortunately, the industry which I represent is not in the enviable position of being able to see and evaluate the ore deposits it seeks and hopes to develop into new sources of minerals for our Nation's vast industrial complex. We can't give you facts and figures on the types and tonnage of additional ores that will be mined as a result of improved accessibility into the more remote areas of our national forest lands. In fact, we can't guarantee that any major new mines will be developed, but the odds are all in our favor.

It is an established fact that Idaho has an abundance and variety of mineral resources and it is the consensus of expert geological opinion that most of our national forest areas has a geological environment that is highly favorable to mineral deposition.

We know that some excellent evidence of new mineral resources has been found in the so-called back country, but we also know that adequate exploration of such discoveries, and even thorough prospecting of an extensive acreage, has been greatly impeded by the prohibitive costs of access.

The principal benefits which the mining industry would derive from the proposed system of primary roads into the remote areas of our national forest lands would be the improved convenience and reduced costs of access for mineral exploration. These benefits would contribute materially to the economic feasibility of exploration projects, thus providing an effective incentive for increased exploration activity and enhancing our prospects for developing new mining enterprises.

I'm sure this committee and all Members of Congress are fully cognizant of the acute need for stimulating more mineral exploration and finding new sources of mineral supplies. The urgency of the situation has been clearly demonstrated by the critical shortages of copper and other mineral raw materials which exist today and which have required the enactment of much legislation by this Congress to authorize withdrawals from Government stockpiles to meet the needs of our prosperous economy. And these are just the current needs. Future requirements will be much greater because the demand for metals and minerals is growing at a considerably faster rate than population, according to an extensive research report by Resources for the Future, Inc.

We feel that these potential benefits to the Nation's mineral supply position and the many other benefits that will accrue, not only to Idaho and the other States with substantial national forest lands, but to the national economy, and the general public as well, are more than ample justification for the small increase in forest roads appropriation proposed in Senator Jordan's amendment. We are convinced it would be a highly profitable investment to everyone involved. The potential benefits were concisely summed up by Senator Jordan, when he introduced the amendment, in these words: "New forest roads are avenues to new production, new employment, new tax revenues, new conservation applications and new recreational opportunities." Perhaps in the context of this legislation they might be called "freeways" instead of "avenues."

In our opinion this proposal for accelerated expansion of our primary forest roads system through increased appropriations from the general fund is the most equitable and effective way of implementing the policy of full multiple-use management of our national forests. This view is shared by virtually all interests in Idaho, including State and local government, industry, labor, recreation seekers, sportsmen and the general public. It was also endorsed recently by the Western Governors Conference in Las Vegas in a resolution which stated in part:

* * * Be it Resolved, That the Western Governors' Conference recommends that the Congress of the United States enact the necessary legislation to authorize the financing of primary forest management roads from the general funds of the United States Treasury and to provide an appropriation commensurate with the urgency of demonstrated needs.

Since the Federal Government is the largest landowner in most of our Western States, we feel it has a responsibility—in fact, an obliga-

tion—to assure that these lands and their resources are efficiently managed and conserved, for the benefit of all the people as well as the States and local communities they support and serve.

Senator Jordan's proposal for speeding up development of multipurpose access would be a long, initial step in meeting this obligation. We sincerely hope it will be accepted and endorsed by this committee and win the approval of Congress in the near future.

In behalf of Idaho's mining industry, I wish to thank the committee for the opportunity to present our views on this amendment and to express our appreciation for your indulgence in permitting us the convenience of this advance appearance on the aspect of the Federal-aid highway bill.

The CHAIRMAN. Do you have any questions, Senator Montoya or Senator Tydings?

Senator MONTROYA. None, Mr. Chairman.

Senator TYDINGS. None, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Teske.

That completes our roster of Idaho witnesses. I have a statement from Senator Wallace Bennett, of Utah, a letter from the Idaho Wildlife Federation; and a telegram from W. E. Denison, secretary-treasurer of the Michigan State Association of Supervisors. I shall place them in the record at this point.

(The exhibits are as follows:)

STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR FROM THE STATE OF
UTAH

Mr. Chairman, I appreciate this opportunity to testify regarding needs of access roads within our National Forests. I am intimately acquainted with these needs in the State of Utah. I have been told that similar needs prevail in National Forests in other states. I understand that authorizations for roads and trails through Fiscal Year 1967 are only about 60 per cent of the amount recommended by the President in the 1962 "Program For The Development of the National Forests."

In Utah we have a planned National Forest road and trail system which includes over 12,000 miles of road and 7,000 miles of trails. At present only 6,000 miles of road, and 1,800 miles of trail are built to adequate standards. The 10-year program proposed by the President only included about one-third of the total required construction. It is evident that this proposal was a conservative program. However, not even this program has been financed.

At the present level of financing our National Forests in Utah have been able to build about 180 miles of road and 40 miles of trail. At this rate of construction it would take over 30 years to complete the planned roads and trails.

It is obvious that this is too long a period to wait. Already we are unable to take care of people demanding recreation. Our many small sawmills are having difficulty to obtain timber at a cost which will allow them to remain in business.

I am not asking for special treatment for the Utah National Forests. I am sure that we receive a fair share of the funds provided. It appears that the problem is one of increasing the overall authorization for forest development roads and trails.

I note that S. 3155, Section 5, Paragraph 4, proposes authorization of \$85 million for the year ending June 30, 1968 and \$110 million for the year ending June 30, 1969. This would constitute no increase for the first year and a \$25 million increase for the second year. This is disappointing since there is already a deficiency of about \$170 million between the planned 10-year program and the accumulated authorizations to date.

I urge that this Committee increase these authorizations to a reasonable degree so that the goal of the 10-year program can be attained. I have been informed that this would be in the order of \$150 million for Fiscal Year 1968 and \$170 million for Fiscal Year 1969.

IDAHO WILDLIFE FEDERATION,
Coeur d'Alene, Idaho, May 16, 1966.

SENATOR JENNINGS RANDOLPH,
Chairman, Senate Public Lands Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR RANDOLPH: I understand that the Senate Public Lands Subcommittee is now studying a request that a direct appropriation be made so that the U.S. Forest Service can construct main access roads itself and then charge the cost of the roads to the timber company harvesting the timber, rather than having the timber company build the road and deduct its cost from the price of the stumpage as is being done now. It is impossible for me to attend committee hearings in Washington but I am very much interested in this proposal—as president of the Idaho Wildlife Federation, as a state representative, and as an interested citizen—and therefore request that this statement be included in the committee's hearing record. I endorse this new proposal for the following reasons:

1. This would make it possible for the smaller operators to bid on many timber sales where they cannot now do so because of the cost of road construction and the heavy equipment required.

2. Counties would realize more revenue. This is most important to us in Idaho where nearly three-fourths of our land area is in public ownership, thus throwing a heavy burden of taxation on the remaining one-fourth to support local and state governments.

3. It would improve administration and provide the best location for these roads.

4. It would hasten the opening up of new areas for logging, thus strengthening and broadening our important, but often faltering timber industry.

5. It would also permit an accelerated harvest of diseased, insect infested and overmature timber, thus reducing economic loss and waste from these sources.

6. It would likely mean a better system of forest roads because past experience indicates that the Forest Service would probably build better roads and put them in a better location. Thus these roads would serve all legitimate uses more satisfactorily than those built by timber companies primarily for logging purposes.

7. Finally, and of increasing importance, a speedup in construction of main access roads would open new areas for outdoor recreation. As population pressures increase and people find more leisure time we observe that even here in sparsely settled Idaho we have overcrowded and inadequate campgrounds, right now. What will it be tomorrow?

I want to add one word of caution, however. These roads, whether built by the U.S. Forest Service or by the timber industry should never be permitted in locations that will jeopardize fish and wildlife habitat or scenic or other recreation values. To this end a definite provision should be included in any legislation requiring approval of the state Fish and Game Department in the location and design of these roads. A working agreement of this type has been in effect for some time between the U.S. Forest Service and the Idaho Fish and Game Department. Cooperation and results have been excellent. In my opinion, this should be required in any legislation of this type enacted.

Respectfully submitted.

ART MANLEY, *President.*

LANSING, MICH.,
May 18, 1966.

CHAIRMAN, SENATE COMMITTEE ON PUBLIC WORKS,
Senate Building, Washington, D.C.:

The Michigan State Association of Supervisors support Senator Jordan's amendment to S. 3155.

W. E. DENISON, *Secretary-Treasurer.*

The CHAIRMAN. At this point I will place in the record a letter from Senator Gore, of Tennessee, and one from Senator Irvin, of North

Carolina. Following those letters will come a statement from Congressman Roy Taylor, of North Carolina. He had to leave.

(The exhibits are as follows:)

U.S. SENATE,
Washington, D.C., May 17, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Subcommittee on Public Roads, Senate Committee on Public Works,
Washington, D.C.

DEAR MR. CHAIRMAN: Mr. W. E. Michael, of Sweetwater, Tennessee, will appear before your Subcommittee tomorrow to testify in support of funds for Public Lands Highways. Mr. Michael is Chairman of the Cherohala Commission. The Commission is very much interested in expediting completion of the highway from Tellico Plains, Tennessee, to Robbinsville, North Carolina.

This scenic highway, when completed, will provide substantial economic benefits for the region which it serves. More importantly, the highway will open up an area of rare scenic beauty for viewing by people from all sections of the country. These benefits will not accrue until construction is completed. Accordingly, I hope your Subcommittee and the full Committee will give full consideration to the matter and that sufficient funds will be authorized to permit construction to be completed as soon as is feasible.

With every good wish, I am,
Sincerely yours,

ALBERT GORE.

U.S. SENATE,
Washington, D.C., May 16, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Subcommittee on Public Roads, Senate Committee on Public Works,
Washington, D.C.

DEAR MR. CHAIRMAN: Mr. W. E. Michael, Chairman of the Cherohala Commission, Sweetwater, Tennessee, will appear before your Subcommittee on Wednesday, May 18, to request an additional authorization of \$2,000,000 in fiscal year 1967 for construction of the Robbinsville, North Carolina-Tellico Plains, Tennessee highway.

I would like to join in Mr. Michael's request for this additional authorization for funds in fiscal year 1967, and trust that your Subcommittee will give such request every consideration.

With all good wishes, I am,
Sincerely yours,

SAM J. ERVIN, Jr.

STATEMENT OF HON. ROY A. TAYLOR, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF NORTH CAROLINA

On August 8, 1962, I appeared before a subcommittee of this committee in support of an authorization for a scenic highway on Forest Service lands running from Robbinsville, North Carolina to Tellico Plains, Tennessee, and connecting the Nantahala National Forest in North Carolina to the Cherokee National Forest in Tennessee, a distance of approximately 47 miles. Among others who appeared before your committee on that occasion were North Carolina Senators Ervin and Jordan and Tennessee Senators Kefauver and Gore and Mr. W. E. Michael who is here today.

Your committee approved an amendment adding \$5 million to the Public Lands Fund for this scenic road. Later this amendment was approved by the Senate, by conferees, and became a law.

This area has the largest concentration of national forest lands east of the Mississippi and is famous for bear and wild boar hunting and for trout fishing. It includes the Joyce Kilmer Memorial Forest which contains the largest and most spectacular stand of virgin timber found in eastern America.

In Western North Carolina and Eastern Tennessee we find America's most visited national park—the Great Smoky Mountains National Park which joins the Nantahala National Forest on the northeast. Western North Carolina contains a portion of the nation's most travelled scenic highway, the Blue Ridge

Parkway. Also Western North Carolina and Eastern Tennessee contain the nation's most visited national forests.

After the action of Congress mentioned above, construction was started at each end of this road and allocations in the amount of \$5,150,000 have been made to the states of North Carolina and Tennessee. Most of the money has been obligated by construction contracts. The balance will be obligated by contracts advertised on June 8, 1966.

In order to continue the orderly construction of this road and prevent construction from ceasing before the end of FY67 and to enable the road to be completed by 1970 as scheduled, the requested \$2 million in additional revenue is needed, and additional revenue will be needed for FY 68 and 69.

The Government has a large investment in this road, and the road will be of no appreciable value until it is all completed. The depreciation on the unfinished highway is great and maintenance costs are large. This road goes through one of the most popular national forests in America and as soon as it is completed, it will produce revenue through gasoline tax and fees collected from camping areas under the Land and Water Conservation Act. It is good economy and in the public interest that the road be completed expeditiously and without interruption. Therefore, I am glad to support the request for needed additional funds.

The CHAIRMAN. You may start your testimony, Mr. Michael.

**STATEMENT OF W. E. MICHAEL, CHAIRMAN, CHEROHALA
COMMISSION, TENNESSEE**

Mr. MICHAEL. By way of introduction, I am W. E. Michael from Sweetwater, Tenn., and a member of the legislature of that State.

I am here today as chairman of the Cherohala Commission, which is a commission created by law in the State of Tennessee, authorizing and directing this committee to engage in the planning and development of the public lands in southeast Tennessee, particularly in the Cherokee National Forest and adjacent lands. We serve without compensation, by appointment of the Governor.

Prior to our creation of this commission, however, we had been serving in an unofficial capacity for several years, and the matter I want to bring to the attention of the committee today originated in 1956.

Mr. Chairman, Congressman Roy A. Taylor, of North Carolina, who had been very much interested in the subject matter of my discussion, and who is a Representative from that area of North Carolina, has been in the Chamber this morning, but he had to go to the House, and he left a statement with me, which I note you have placed in the record.

I think I can conserve the time of the committee and serve the purpose of my cause by simply making a statement, if it meets your approval, as I have already filed my written statement.

Mr. Chairman, on the 8th of August 1962, we appeared before a subcommittee of this committee. At that time we were joined by two distinguished Senators from Tennessee, and the two distinguished Senators from North Carolina, Senators Ervin and Jordan, and from Tennessee the late Senator Kefauver and Senator Gore, who has been very active in helping us on this project throughout its life.

This road about which I will talk originates in Senator Kefauver's home county of Monroe.

All that has been said here this morning, Mr. Chairman, with reference to the Forest Service roads and trails could well be said with refer-

ence to the project that I want to talk about. As a matter of fact, about 6 years ago it was my privilege to appear before one of the subcommittees in behalf of the Forest Service roads and trails, and I believe at that time we requested an increase from \$30 to \$90 million.

I want to address myself briefly to the public lands highway provisions of the Highway Act. When we appeared in 1962, the committee report, and I will refer to it briefly, because I think it can state it more concisely than I would, officials of the Forest Service advised the committee, and I am reading—

that they had made preliminary reconnaissance studies and estimates of cost of free recreation and scenic roads in the National Forest, and studies of other routes desired for recreational purposes.

Of these, one was a route in the Monongahela National Forest in West Virginia, one was the Cherokee National Forest and the Nantahala National Forest in North Carolina and Tennessee, and that is the road in which I am primarily interested, and the other is the recreation incentive road in Ouachita National Forest of Oklahoma and Arkansas.

In addition, they mentioned roads in New Mexico, Montana, Arizona, and Utah in that committee report. The report of committee proposes—

that the committee recommend an amendment to the Highway Act of that year, which would authorize an additional amount of \$6 million of public lands, highways, for '63, and increase the amounts for each of the fiscal years 1964 and 1965, for the \$3 million to \$9 million, for a total increase of \$18 million for roads in this category.

Based on information presented to the committee on certain specific roads, it is hoped that in allocation of the additional funds recommended, the Federal Highway Administrator will give priority to the need for funds for the specific public lands highway projects in West Virginia, Tennessee, North Carolina, Arkansas and Oklahoma, New Mexico, Montana, Arizona, and Utah.

Pursuant to that authorization, funds were made available in those amounts, and the roads have been under construction. The road in Tennessee, in the Cherokee National Forest and in the Nantahala National Forest, has had allocated to it something over \$5 million.

Attached to my prepared statement is a graph furnished to me by the Forest Service, and I assume prepared by the Bureau of Public Roads, showing the progress and dates of anticipated completion and the amounts of money which they think will be required.

A large section in Tennessee has been completed. Contract will be let on June 8 for the second section, C and D, and one section is nearing completion in North Carolina.

The schedule of Construction and the completion dates set out can not be met without the additional funds requested. In fact, without such additional funds, some years may pass without any construction. Much of the year's construction cannot be carried on during the winter and early spring.

If history repeats itself, and I hope that it will, we would hope that this committee would again recommend an amendment which would restore—incidentally, Mr. Chairman, the amount of \$9 million which was the amount provided for the public lands highways fund for 1964 and 1965 was reduced to \$7 million. We would hope that that reduction could be restored retroactively for 1967, and restored for the years 1968 and 1969.

I do not presume to speak for the other projects involved, including those in West Virginia and Utah, and New Mexico, and Arkansas. I understand the one in Oklahoma has been completed. All of these other projects are being administered by the highway departments in various States, but those in North Carolina and Tennessee are being administered by the Bureau of Public Roads.

Now just one further word there in reference to the—I know you are interested in the economics of this road. There is already a large investment in it. It is a practically worthless road until it is completed. When it is completed, it will be a revenue-producing road. It is more than an access road, because this road is adjacent to and is equal in quality to the Smoky Mountain National Park. The revised estimates now are that 3 million people or a million automobiles per year will use this road at its inception. Based on the mileage and the present tax on gasoline, it will reflect a half million dollars a year, or thereabouts, in gasoline revenues per year to the State and Federal Governments.

The Forest Service has furnished as a part of my appendix a very conservative estimate that the persons using this road, and they base that on one-half of our present estimate, would contribute to our local economy \$33,880,000 annually. We are talking about an enormous industry. The biggest industry that we have in Tennessee is the tourist industry. As a matter of fact, this whole operation began, as far as this road is concerned, in order to start our own little private war on poverty in 1956, because we had available the finest assets in the world in our mountain scenery, and it was not usable, because it was not accessible, and the purpose of this highway, which is now well under construction, was to develop that area for all uses, including making it available as a recreation land and a vacation land for the millions of Americans who can drive there in 1 day.

As a matter of fact, this road, with the use of the Interstate System, is now accessible to half the population of the United States within 1 day's drive.

We think, Mr. Chairman, that it is economically profitable to complete this road as soon as possible. We think it is good business. If I had time, I would like to discuss with the committee a minute, but will not more than refer to the fact that one additional reason that we need additional authorization at this time is that at one end of the road on the Tennessee side, the Forest Service strongly recommends—that is, shown in the appendix to my statement—the building of two tunnels and a bridge across the river, which will have not only a great esthetic effect and impact upon tourists entering the primeval forest through a tunnel, but it will preserve about a mile of beautiful, rugged Tellico River which otherwise would have to have large portions of the mountain cut off in order to make the road up to standard.

A segment of a road may be of some benefit, but a part of a tunnel wouldn't be of any benefit, and the people in charge of construction would like to have assurance that they would have enough money to complete the tunnel before planning for it.

Mr. Chairman, I appreciate the opportunity to appear before you. I have filed my statement in the record. I hope that the committee will give consideration to this request. Unless there is some question?

The CHAIRMAN. Mr. Michael, there are no questions that I have to ask you. Representative Taylor's statement will be helpful, and we have placed, as you know, in the record also letters from Senators Gore of Tennessee and Irwin of North Carolina.

You have mentioned, of course, the general feeling of support for your position by, I presume, all the Senators from the States that are involved, as well as many Representatives. Is this true?

Mr. MICHAEL. That is true, Mr. Chairman. I would like to just add one thing to that. We have not only had the support from the Senators and the Members of Congress in the area, but we have worked very closely and enjoyed the finest support of the Forest Service, we have worked in complete cooperation with the Bureau of Public Roads, and with the State highway departments of both States, who are now planning the roads to connect both ends of this Robbinsville-Tellico Plains Road.

The CHAIRMAN. The Chairman is delighted that you are beginning to develop a section which is not as beautiful as West Virginia, but certainly is a very wonderful area of the country. [Laughter.]

The scenic appeal in this section to which you have made reference is wonderful.

Mr. MICHAEL. We might say it is second-best, Mr. Chairman. As a matter of fact, the allocation authorization originally included the national forest in your State as well as this one. It is all part of the same general plan.

The CHAIRMAN. Yes. There is that continuity of beauty that does course through the Appalachian region.

Mr. MICHAEL. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you, sir. Your prepared statement will appear at this point in the record.

(The statement is as follows:)

PREPARED STATEMENT OF W. E. MICHAEL, CHAIRMAN, CHEROHALA COMMISSION,
TENNESSEE

I appreciate this opportunity to appear before you in behalf of a most worthwhile scenic highway which is already well under construction on public lands. I am W. E. Michael, an attorney of Sweetwater, Tennessee; a member of the General Assembly of the State of Tennessee; and appearing here today as Chairman of the Cherohala Commission.

This Commission was created by public chapter No. 79 of the Acts of Tennessee of 1965, and gave official recognition to our efforts, which had then been in process for several years. We on the Commission serve by appointment of the Governor of Tennessee, and without compensation.

The statute creating the Commission authorizes it to "act in liaison with all branches, departments and agencies of the Federal, State and local governments, or other bodies similar to the Commission—in the promotion of, and planning for, and the development of the outdoor recreational resources in that part of the Cherokee National Forest and Adjacent lands" lying in the southeastern corner of Tennessee.

The Act further specifically authorizes and empowers the Commission to "assist in the promotion and formation of plans for scenic highways and roads, lakes, campsites, hiking trails, bridle paths, swimming and fishing, parking and outdoor eating areas, and any and all other recreational uses" within the aforesaid area.

Our Commission has undertaken to function in accordance with this statutory authorization, and we have worked long and closely with the U.S. Forest Service, the Highway Departments of Tennessee and North Carolina, similar

groups from North Carolina, the Bureau of Public Roads, and our senators and congressmen.

On August 8, 1962 we appeared before a subcommittee of this committee asking for an authorization for a scenic highway, on public lands, between Tellico Plains, Tennessee and Robbinsville, North Carolina. On that occasion we had the loyal support, before the committee, of the late Senator Estes Kefauver, and Senator Gore, from Tennessee; Senator Ervin and Senator Jordan from North Carolina; Mr. Wallace Hyde, representing the Governor of North Carolina, and Mr. Herbert M. Bates, a former Highway Commissioner of Tennessee, and a member of the Cherokee Commission.

At that time we placed in the record justification for this scenic highway, including maps and statistical data furnished to Senator Ervin by the regional forester of the Southern Region of the U.S. Forest Service.

To conserve time and space here, I refer to that statement which appears on pages 187-192 of the hearings of that date, which were with reference to the Federal Highway Act of 1962.

The road in which we are interested today was the subject of that testimony and was described as being in the Cherokee National Forest in Tennessee and the Nantahala National Forest in North Carolina, and extending from Tellico Plains, Tennessee to Robbinsville, North Carolina. I quote a part of the Committee Report published on September 5, 1962, being Report No. 1997, Calendar No. 1958:

"The Committee recommends an amendment to H.R. 12135, which would authorize an additional amount of \$6 million for public lands highways for fiscal year 1963, and increase the amounts for each of the fiscal years 1964 and 1965 from \$3 million to \$9 million, a total increase of \$18 million for roads in this category. This increased amount is recommended with the realization by the committee of the urgent need for improvement of roads in this category, and the vast benefits that will accrue therefrom. Based on information presented to the committee on certain specific roads in this category, it is hoped that in the allocation of the additional funds recommended, the Federal Highway Administration will give priority to the needs for funds for the specific public lands highway projects in West Virginia, Tennessee, North Carolina, Arkansas-Oklahoma, New Mexico, Montana, Arizona and Utah."

The recommendations set out above were carried into effect, appropriations were made and the construction of the Tellico Plains-Robbinsville Highway was begun. This work has proceeded well. Allocations in the amounts of approximately \$5,150,000 have been made, divided between Tennessee and North Carolina as the need appeared, and the road is well under construction.

More than \$3 million of this amount has been obligated and construction practically completed thereon. The remainder will be obligated by contract already advertised to be let on June 8, 1966. Because of the terrain, the character of soil and rock, and because of the advancing cost of construction for a high standard road through these mountains, additional allocations were necessary to enable the June, 1966 contracts to be let.

The suggested schedule of dates, furnished at our request, covering both the Tennessee and North Carolina ends of this road, will explain the situation as far as funds are concerned, except that the funds shown to be available were reduced substantially because of the increased costs mentioned. These schedules are attached as Appendix No. 1 to this statement. (This schedule was prepared before the amount of the increased cost was fully ascertained.)

The allocations for the fiscal year 1967 have already been made, and since the Tennessee-North Carolina portions thereof are consumed in contracts to be let on June 8, 1966 there will be no funds to allocate for the fiscal year 1967 unless authorized now.

The statements referred to mention the construction of two tunnels on the Tennessee end of the road, Section A-B. As suggested in the schedule, these tunnels have been recommended by the Forest Service as vitally necessary to preserve and protect the natural beauty of the Tellico River at that point, and to avoid the possibility of dangerous slides. At the point where the tunnels are suggested, the river and road paralleling it make two loops, or turns, around the end of protruding rocky ridges. The estimated cost of the tunnels would differ but little from the cost of building the road along its present location.

The suggested tunnels would not damage the stabilized banks and natural beauty of the tellico river, but on the other hand, would have a very definite

esthetic value. The psychological impact of crossing the Tellico River at this location over a series of shoals, entering these tunnels and emerging into an unspoiled wilderness would add tremendous value to the project. We urge the authorization of these tunnels.

An amendment has been offered which will add \$2 million to the public lands highway fund, which amount we hope can be allocated to this project so that the work on this road may proceed without interruption. If it is necessary to wait until the 1968-1969 allocations are made then we understand that there can be no new contract let on this road for work during the summer months of 1967.

We hope these and additional funds can be made available so that this road can be completed at least on schedule, and that the design and engineering work on these tunnels and bridge can be initiated so that as funds become available contracts can be let on them. In fact, the engineering and design work on this road is so far advanced that the Bureau of Public Roads could actually utilize an additional \$2 million on each end of this road, or a total of \$4 million, before the end of fiscal 1967.

Attached to this statement is a statement furnished by the Resident Engineer of the U.S. Forest Service, together with certain photographs which bear specifically on the question of the tunnels and their desirability, but which pictures I have not been able to reproduce.

On several occasions we, along with representatives of the Bureau of Public Roads, the U.S. Forest Service, and the State Highway Department, have inspected the Tennessee end of this road, and it is a magnificent undertaking. A splendid job has been done in preserving the natural assets and beauty of the area and this road, when completed, will be second to none in the United States in scenery, natural beauty and usefulness.

It connects Tennessee and North Carolina through an area not otherwise made accessible. It makes accessible to the public, for the first time, the Joyce Kilmer Memorial Forest in North Carolina, which is destined to become one of the top recreational and inspirational areas of the Nation. This road connects both States with the Indian Boundary Line Recreation area, now well under construction in Tennessee. This modern, well-designed camping area, surrounding a beautiful one-hundred acre impounded lake, will open on a small scale in June, 1966, and by the time this road is completed will accommodate 5,000 to 6,000 campers at any one time.

Without Tellico Plains-Robbinsville Road this enormous camp site would be practically inaccessible and of little use.

We already have, as indicated, a very large investment in this road. The road will be of no appreciable value until it is a completed project. Grading that is finished, but not surfaced and used, deteriorates rapidly. And already there has been a problem as to maintenance of the unfinished sections of the road. The States of Tennessee and North Carolina, being highly desirous of completing this road, have agreed to maintain completed sections of it during construction. If construction on the road stops additional problems of maintenance will arise.

When completed this road will be a tremendous economic asset. Counting the approaches it will be approximately 50 miles in length. These 50 miles are new miles which would not be travelled except for the building of this road. The tax revenue produced from travel on these new miles will be considerable. It is estimated that a minimum of one million automobiles annually will use this road beginning with the first year, and ordinarily we can expect that number to increase from year to year. The gasoline tax revenue to the two States and to the United States on 50 million miles of new travel would be in the neighborhood of \$500,000. This amount is only a small part of the economic value that would inure to the States, the local governments and the people of the Two States from the use of this road.

We may then truthfully say that money spent on this road is not simply spent, but it is, in fact, invested and will return an extremely high rate of interest and benefits.

The United States Forest Service Regional Office has provided us with a statement on this road, together with a map. This statement and map are submitted as Appendix No. 2.¹

¹ Appendix No. 2 referred to was placed in the committee files for its use.

We call particular attention to the references in this Appendix to the necessity for the tunnels which we have mentioned, and also to a projection of the tax benefits deriving from this new road.

In passing, we should note that this report reflects a 1956 study. Our estimate of one million automobiles a year should more accurately reflect 1966 travel patterns. The Federal Tax on gasoline is now four cents instead of two cents per gallon. State taxes have been increased and the amount of money spent by each tourist in the local economy is now estimated by the State of Tennessee to be \$10. In discussing this road we are talking about a \$30 million industry.

The Cherokee Commission met on May 11, 1966, with representatives of the Forest Service, the Bureau of Public Roads, the Tennessee State Highway Department and others. An inspection of the road was made, and the matters herein set out were fully discussed and concurred in. At that meeting it also developed that the States of Tennessee and North Carolina, in anticipation of the greatly increased traffic which will flow from the Tellico Plains-Robbinsville Road, are studying and preparing for inter-connector roads leading from the public lands.

I thank the Committee for this opportunity to appear before you and present a plea for further authorizations on this scenic highway, and to offer facts and figures in its justification. I cannot close this testimony without expressing our gratitude for the wonderful and efficient cooperation we have had throughout this project from every agency and instrumentality of government connected with it.

APPENDIX 1

SUGGESTED SCHEDULE DATED DEC. 22, 1965, FOR COMPLETION OF ROBBINSVILLE-TELICO PLAINS ROAD

NOTE.—The schedule is dependent on funds being made available for design and construction in the amounts shown. The schedule also includes the construction of two tunnels on Tennessee section A-B. These tunnels have been recommended by the Forest Service but have not been approved pending further economic studies.)

Tennessee:

Allocated to date.....	\$2, 300, 000
Obligated to date.....	1, 516, 000
Funds available.....	<u>774, 000</u>

Requirements, spring 1966:

Construction, section C-D, 3 miles grade, drain, base and BST (including bridge section B-C).....	870, 500
Construction, anticipated overrun, section B-C.....	48, 000
Preliminary engineering, section E-F.....	<u>34, 000</u>

Total.....	952, 500
Less funds available.....	<u>774, 000</u>

Funds required.....	<u>178, 500</u>
---------------------	-----------------

Requirements, spring 1967:

Construction, section D-E, 4 miles, grade drain, and base..	1, 160, 000
Preliminary engineering, section A-B.....	<u>78, 500</u>

Funds required.....	1, 238, 500
---------------------	-------------

Requirements, spring 1968: Construction, section E-F, 4.7 miles, grade and base.....	982, 000
---	----------

Requirements, spring 1969: Construction, section A-B, 1.5 miles, grade drain, base and paving (includes 2 tunnels and 1 bridge).....	1, 821, 500
--	-------------

Requirements, spring 1970: Construction, section B-F, 17.8 miles paving (includes preliminary engineering).....	<u>579, 500</u>
--	-----------------

Total.....	<u>7, 100, 000</u>
------------	--------------------

North Carolina :

Allocated to date-----	\$2, 150, 000
Obligated to date-----	1, 568, 000
Funds available-----	582, 000

Requirements, spring 1966 :

Construction, section I-J, 2.4 miles, grade, drain and BST (includes 2 bridges)-----	953, 500
Construction, anticipated overrun section H-I-----	112, 000
Preliminary engineering, sections I-J, G-H and F-G-----	88, 000
Total-----	1, 153, 500
Less funds available-----	582, 000

Funds required----- 571, 500

Requirements, spring 1967: Construction, section G-H, 5 miles, grade, drain, and base-----	1, 103, 000
Requirements, spring 1968' construction, section F-G, 5 miles, grade, drain, and base-----	986, 500
Requirements, spring 1970: Construction, section F-J, 17 miles, paving (includes preliminary engineering)-----	689, 000

Total----- 5, 500, 000

The CHAIRMAN. We will recess the hearing until 11 a.m. tomorrow.
(Whereupon, at 1:10 p.m., the committee recessed, to reconvene at
11 a.m., Thursday, May 19, 1966.)

FEDERAL-AID HIGHWAY ACT OF 1966

THURSDAY, MAY 19, 1966

U.S. SENATE,
SUBCOMMITTEE ON ROADS,
OF THE COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 11:20 a.m., pursuant to recess, in room 4200, New Senate Office Building, Senator Jennings Randolph (chairman of the committee) presiding.

Present: Senator Randolph.

Also present: Richard B. Royce, professional staff member.

The CHAIRMAN. Good morning.

I have a statement from Congressman Teno Roncalio, of Wyoming, who intended to make the presentation himself. I will place his statement in the record instead, since he is unable to be present.

I received a letter from Mr. W. D. Hagenstein, executive vice president of the Industrial Forestry Association with offices in Portland, Oreg. I shall place his letter and statement in the record.

(The exhibits are as follows:)

STATEMENT OF HON. TENO RONCALIO, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WYOMING

Mr. Chairman: I appreciate this opportunity to appear before your Committee in support of S. 3155, the Federal Aid Highway Act. In the developing areas of the country such as the State of Wyoming our economy is closely linked, in fact fully dependent upon making our resources available for development.

Large areas of the State of Wyoming are in Federal ownership. We have 17.5 million acres of Public Domain lands, 9 million acres of national forest lands, over 2 million acres of national park land, 1 million acres of Bureau of Reclamation land, and another 40,000 acres under the management of other Federal agencies. The fact that these lands are not on Wyoming's tax rolls makes the Federal obligation and responsibility for development even more significant.

The economy of our state and the contribution which it can make to the economic well being to the country as a whole is closely tied to the effective management and development of the resources under the stewardship of these Federal agencies. Full development of the mineral, timber, and recreation resources of Wyoming is dependent on adequate access. Many of Wyoming's mineral deposits are now unavailable for complete exploration and development because of the inadequacy of the road system. Timber resources much of which are in over mature stands are unproductive and subject to insect infestation and fire losses due to the lack of needed access roads. Most of the prime recreation sites which remain inaccessible are within the national forests.

I urge the completion of Interstate system on schedule in 1972. I further urge that the Federal Aid Primary and secondary system be fully financed as needed to support the Interstate system. Recognition for all of these systems must be given to the increasing cost of right of way acquisition and construction.

I particularly want to point out what I feel is an entirely inadequate appropriation proposed under Section 5, item 4 for forest development roads and trails. In 1963 the Congress was given a 10-year development program for the national

forests. This program as it relates to road construction in my state of Wyoming is seriously behind. I have asked for and received from the Department of Agriculture statistics on the exact status of these roads. It indicates that the program in Wyoming would take 20 years to complete rather than the 10 originally contemplated.

At a time when the mineral and timber resources of these lands are vitally needed it is very poor economy to continue to deny access to these vital areas.

At the present time there is an estimated need for 7,787.8 miles of Forest development road construction and reconstruction in Wyoming. This is in addition to the existing 2000 miles of forest roads which are now considered adequate.

Because the development of these roads holds the key to the proper and full public benefit to be derived from these lands, I submit, Mr. Chairman that the committee will be well advised to consider further appropriations for forest development roads and trails.

States with proposed 2-lane interstate highway construction, with current status

State	Miles	Work in progress (engineering, row, and/or construction)	Open to traffic	Cost to add 2 more lanes (thousands of dollars)
Idaho.....	117.0	60.7	49.4	10,909
Louisiana.....	10.2			14,465
Maine.....	107.3	79.1	15.9	30,871
Michigan.....	.5		.5	
Montana.....	563.9	232.4	232.1	97,606
New Hampshire.....	18.3		16.7	8,156
New Mexico.....	59.0	38.7	16.8	12,572
New York.....	1.5		1.5	1,746
North Dakota.....	53.4		30.7	9,689
Oregon.....	4.9		4.9	3,530
South Dakota.....	38.6	17.3	17.2	7,837
Texas.....	250.2	42.7	24.8	32,894
Utah.....	150.9	75.6	1.3	26,425
Vermont.....	22.2	17.5	4.7	6,492
Washington.....	20.2			2,330
Wyoming.....	12.0			1,642
Total ¹	1,430.1	564.0	416.5	² 267,264

¹ The American Association of State Highway Officials estimates that the total 2-lane mileage is now about 1,200 miles, because of small sections which have qualified for 4-lane construction since the 1965 estimate. However, there is no State-by-State estimate for this total, and the Bureau of Public Roads official total is the one shown here.

² The AASHO estimates this cost has now increased to \$300,000,000.

INDUSTRIAL FORESTRY ASSOCIATION,
Portland, Oreg., May 17, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Senate Committee on Public Works,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I had hoped to be able to appear before your Subcommittee on Roads on S. 3155 on May 19 but we are celebrating the 25th anniversary of the founding of the American Tree Farm System here in the Northwest and as one of the participants for 25 years, I am obliged to be on hand.

Therefore, I would respectfully request that the attached statement in behalf of S. 3155, and particularly directed at the authorizations for Forest Development Roads and Trails for the fiscal years 1968 and 1969, be included as part of your hearing record.

Our industry continues to appreciate your leadership in wanting to extend the timber access road system to allow the great national forest properties to make their full contribution to the nation's economy through the practice of forestry by the sale and harvest of their allowable cut.

Thanking you for your courtesy, and with kindest regards, I am

Sincerely yours,

W. D. HAGENSTEIN,
Executive Vice President.

STATEMENT OF W. D. HAGENSTEIN, EXECUTIVE VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION, PORTLAND, OREG.

Mr. Chairman and Members of the Committee, my name is W. D. Hagenstein and I reside in Portland, Oregon. I am a professional forester and a registered professional engineer in the States of Washington and Oregon. I am Executive Vice President of the Industrial Forestry Association which has been working for a permanent timber supply for the Douglas fir industry of Western Washington and Western Oregon for 32 years. My own service with the Association will reach the quarter-century mark in June.

Industrial Forestry Association consists of 107 companies and individuals in the business of growing and harvesting timber and manufacturing lumber, pulp and paper, plywood and veneer, shingles and shakes, hard and soft boards, furniture, poles and piling, and other forest products. Its members operate nearly 400 wood-using plants, conduct more than 200 different logging operations, and employ more than 80,000 people. The annual payroll of their employees is more than \$400 million.

The Industrial Forestry Association started urging on the Congress the authorization for an adequate system of timber access roads in the national forests in 1947. It supported increased authorizations for forest development roads and trails before your Committee and the comparable body in the House in 1952, 1954, 1957, 1958, 1960, 1962 and 1964. This it has done because of its knowledge that without an adequate system of timber access roads the national forests cannot contribute their rightful share to the nation's economy as promised by Congress in the Act of June 4, 1897 (30 Stat. 35: 16 U.S.C. 475) when it decreed that one of the two principal objectives of the national forests was "to furnish a continuous supply of timber for the use and necessities of citizens of the United States."

In the last 5 years Industrial Forestry Association members have purchased one-third of the national forest timber sold in our region and they buy a lot of logs produced by independent loggers from the national forests. We have extensive firsthand knowledge of the necessity for timber access roads because industry builds as part of its timber sale contracts, \$36 million worth of roads for the Government in our region each year.

We believe only a few pertinent data are necessary to make the case for an adequate system of timber access roads in the national forests of Washington and Oregon. As a matter of principle, what we set forth for our own two states applies to all other states where national forests make up an important part of the timber supply.

In Washington and Oregon we have 3 out of every 8 trees in the nation's timber supply. From them we produce about one-fourth of all the forest products used annually by the American people. The annual value of the forest crop is more than \$2¼ billion and furnishes employment to 250,000 people. This is Northwest's largest individual payroll, unsubsidized in every respect, and provides 50 per cent of our region's basic economy.

Because of the renewability of timber through forestry, the Pacific Northwest can continue to enjoy the important contribution of trees to its economy, providing the principal forest ownership, the national forests, does its part.

The national forests in Washington have 44.5 per cent of the State's total timber supply (Table 1); in Oregon 55.7 per cent (Table 2). The national forests are the last major forest ownership to be placed under constructive management, largely due to their relative inaccessibility until only a decade ago. However, the record of the contribution of the national forests to our annual timber harvest, as timber access roads have been built, has been steadily improving as the data for the last decade show.

In Washington the national forests by 1964 were contributing 29.0 per cent of the total timber harvest, compared with only 18.6 per cent a decade earlier (Table 3). It should be noted that in 1959 they contributed 29.5 per cent of the total timber harvest.

In Oregon the national forests by 1964 were contributing 36.4 per cent of the total timber harvest compared with 18.2 per cent a decade earlier (Table 4). This is close to the highest contribution of the national forests on record.

Table 5 shows that the full allowable cut was attained on the national forests of Washington for the first time in 1963. Table 6 shows the full allowable cut was attained on national forests in Oregon for the first time in 1959. Never

before had the Forest Service been able to achieve its sustained yield goal of forest management by both selling and harvesting its full allowable cut in our two States until the last 5 years. The primary reason for previous failure to meet this objective of forest management and to allow the national forests to play their part, as Congress decreed, in the Oregon-Washington timber economy, was lack of timber access roads.

Table 7 compares the proportion of the allowable cut, both harvested and sold by Westside national forests in Washington and Oregon for 1964. It shows that four of the forests sold more than their allowable cut and the remaining four fell below. With relatively good markets and the extra efforts made to get out the 1962 blowdown timber, the actual cutting of the full allowable cut was obtained on eight forests and nearly attained on the other two.

Reason for the constantly improving record of timber sale and harvest on the national forests in Oregon and Washington is apparent from Table 8. The allocation of appropriated road funds available for the national forests of Oregon and Washington has risen almost steadily. Although the appropriated road funds jumped in the last two years, the road and trail 10 per cent automatic appropriation continues to be important as its increases are directly related to the steadily improved timber access road situation of the last decade. The increased road mileage has permitted more of the allowable cut to be sold and harvested. This has increased the revenue and created more 10 percent money for extending the timber access road system further. Also, both authorizations and appropriations for forest development roads have been steadily rising as both the Public Works and Appropriations Committees of the Congress have recognized the necessity for making the national forests accessible so that their full allowable cut could be sold and harvested under good forestry practice.

But still by far the major share of the timber access road system has been built by timber purchasers as part of their contracts to harvest national forest timber. Table 9 shows the importance of timber sale purchaser construction on the national forests of Washington and Oregon. It shows that 93 percent of the mileage of timber access roads in the past decade has been built by the forest industry as part of its national forest timber purchase contracts. During the same period the Government has spent directly less than \$68 million of the \$362 million invested in timber access roads on the national forests in the two states.

In our previous testimony before your Committee on this subject we stated that, while we were supporting re-enactment of the biennial authorization for forest development roads and trails at the levels called for in the Administration bills amending the Federal-Aid Highway Act, we would support any amount shown necessary by evidence submitted to the Committee.

The Industrial Forestry Association supports enactment of the authorizations for forest development roads and trails for the fiscal years ending June 30, 1968 and June 30, 1969, as called for by Section 5(4) of S. 3155, introduced by Chairman Randolph, except that we favor amending this Section so that the amount authorized brings the forest development road and trail program back in line with the 10-year program approved by the Administration in 1962. This means an authorization of \$170,000,000 should be provided annually for fiscal years 1968 and 1969. This would assure continued sale and harvest of the full allowable cut of the national forests and any increased allowable cuts resulting from new inventories which realistically reflect the improved technology of the wood-using industries.

In the last few years several significant trends have drastically reduced the effectiveness of the road construction dollar from the standpoint of national forest management and development. Responding to the increasing recreational use of the national forests, the Forest Service has adopted higher standards of road design and construction to accommodate the convenience and safety of its increased number of visitors. This has greatly increased road construction and maintenance costs over those anticipated when the 10-year road program was adopted. The additional attention being given to keeping roadsides aesthetically attractive has also added significantly to the costs. Consequently, it is essential to authorize substantial increases in road appropriations if the level of national forest management, protection, development and use is to keep pace with previously approved road plans designed to satisfy the desire of our citizens for

recreation and the needs of hundreds of communities dependent on national forest timber and other resources for their economic well-being.

As previously suggested to your Committee, we would again seek the Committee's serious consideration of our recommendation that the authorization for forest development roads and trails be segregated into two items; namely, (a) Construction and (b) Maintenance. This is essential to assure the authorization of adequate funds to maintain the ever increasing mileage of the permanent timber access and other roads on the national forests. Segregation of the two main items in our opinion would assist the Appropriations Committees in their analysis and justification of the Forest Service budget request for road funds.

We also note that Section 7 of S. 3155 authorizes standby authority for emergency repair of roads and trails which have been seriously damaged by natural catastrophes. After our flood disaster experience in Oregon, Washington, California and Idaho in December, 1964 and January, 1965 we compliment the Committee on this provision. It will make unnecessary special legislation for disaster relief, such as your Committee so helpfully provided in 1965.

We again appreciate the opportunity of supporting re-enactment of the biennial authorization of funds for timber access roads and would be glad to provide the Committee with any further information desired on this subject from our operating region in Oregon and Washington.

TABLE 1.—*Ownership of live sawtimber on commercial forest lands in Washington, Jan. 1, 1963*

[Billion board feet, log scale]

	Volume ¹	Percentage
Public:		
National forest.....	166.0	44.5
Other public ²	65.8	17.6
Total.....	231.8	62.1
Private.....	141.3	37.9
Grand total.....	373.1	100.0

¹ Source: "Timber Trends in the United States." U.S. Department of Agriculture Forest Resource Report No. 17. 1965.

² Includes public domain, Indian, State, county, and municipal lands.

TABLE 2.—*Ownership of live sawtimber on commercial forest lands in Oregon, Jan. 1, 1963*

[Billion board feet, log scale]

	Volume ¹	Percentage
Public:		
National forest.....	298.9	55.7
Other public ²	96.7	18.1
Total.....	395.6	73.8
Private.....	140.7	26.2
Grand total.....	536.3	100.0

¹ Source: "Timber Trends in the United States." U.S. Department of Agriculture Forest Resource Report No. 17. 1965.

² Includes O. & C., public domain, Indian, State, county, and municipal lands.

TABLE 3.—*Timber harvested by ownerships in Washington, 1955-64*

[Whole numbers in thousands of board feet, log scale]

Calendar year	Private	National forests	Public domain and national parks	Indian	State	Total
1955.....	2,994,000	862,400	23,900	321,900	448,500	4,650,700
Percent of total.....	64.4	18.6	.5	6.9	9.6	100.0
1956.....	3,261,200	944,500	21,000	281,100	526,900	5,034,700
Percent of total.....	64.8	18.7	.4	5.6	10.5	100.0
1957.....	2,530,700	900,100	19,900	194,700	404,700	4,050,100
Percent of total.....	62.5	22.2	.5	4.8	10.0	100.0
1958.....	2,291,300	1,026,700	17,500	238,400	305,200	3,879,100
Percent of total.....	59.1	26.5	.4	6.1	7.9	100.0
1959.....	2,817,500	1,437,400	20,500	304,200	289,200	4,868,800
Percent of total.....	57.9	29.5	.4	6.3	5.9	100.0
1960.....	3,000,100	1,181,000	17,800	255,900	272,000	4,726,800
Percent of total.....	63.5	25.0	.4	5.4	5.7	100.0
1961.....	2,335,000	891,700	3,900	122,200	285,400	3,638,200
Percent of total.....	64.2	24.5	.1	3.4	7.8	100.0
1962.....	2,644,900	1,096,100	4,300	121,900	292,500	4,159,700
Percent of total.....	63.6	26.4	.1	2.9	7.0	100.0
1963.....	2,934,600	1,583,300	1,800	338,600	¹ 569,400	5,427,700
Percent of total.....	54.0	29.2	.1	6.2	10.5	100.0
1964.....	3,503,600	1,845,000	13,900	424,200	¹ 574,800	6,361,500
Percent of total.....	55.1	29.0	.2	6.7	9.0	100.0
Grand total.....	28,312,900	11,768,200	144,500	2,603,100	3,968,600	46,797,300
Average for period.....	2,831,290	1,176,820	14,450	260,310	396,860	4,679,730
Percent.....	60.5	25.1	.3	5.6	8.5	100.0

¹ Includes volume cut from county and municipal lands.

NOTE.—Data furnished by Washington Department of Natural Resources, Olympia, Wash., and Pacific Northwest Forest and Range Experiment Station, Portland, Oreg.

TABLE 4.—*Timber harvested by ownerships in Oregon, 1955-64*

[Whole numbers in thousands of board feet, log scale]

Calendar year	Private ¹	National forests	O. & C. and Public Domain ²	Indian	State and county ³	Total
1955.....	6,998,800	1,768,500	610,000	142,600	200,000	9,719,900
Percent of total.....	72.0	18.2	6.3	1.4	2.1	100.0
1956.....	6,505,200	1,867,600	625,000	163,000	175,000	9,335,800
Percent of total.....	69.7	20.0	6.7	1.7	1.9	100.0
1957.....	5,083,600	1,658,200	594,000	52,300	175,000	7,563,100
Percent of total.....	67.2	21.9	7.9	.7	2.3	100.0
1958.....	4,563,700	2,144,700	751,900	98,900	150,000	7,709,200
Percent of total.....	59.2	27.8	9.8	1.3	1.9	100.0
1959.....	4,773,600	2,934,700	968,800	75,700	187,800	8,940,600
Percent of total.....	53.4	32.8	10.8	.9	2.1	100.0
1960.....	4,927,100	2,314,900	863,000	75,900	204,500	8,385,400
Percent of total.....	58.8	27.6	10.3	.9	2.4	100.0
1961.....	3,853,000	2,444,000	895,300	40,600	181,600	7,414,500
Percent of total.....	52.0	33.0	12.1	.5	2.4	100.0
1962.....	4,099,200	3,074,900	1,104,000	53,000	160,000	8,500,100
Percent of total.....	48.2	36.2	13.0	.6	2.0	100.0
1963.....	3,776,900	3,247,300	1,365,600	71,100	214,600	8,675,500
Percent of total.....	43.5	37.4	15.8	.8	2.5	100.0
1964.....	4,014,000	3,431,300	1,637,700	90,500	244,500	9,418,000
Percent of total.....	42.6	36.4	17.4	1.0	2.6	100.0
Grand total.....	48,595,100	24,886,100	9,415,300	868,600	1,902,000	85,662,100
Average for period.....	4,859,510	2,488,610	941,530	86,360	190,200	8,566,210
Percent.....	56.7	29.1	11.0	1.0	2.2	100.0

¹ Private volume 1955 to 1959 determined by subtracting total public from total for year.² O. & C. cut 1955 to 1956 derived from Bureau of Land Management data on sales and cut by fiscal years; 1957 to 1964 data from BLM.³ Estimated for 1955 to 1958.

NOTE.—Data from Pacific Northwest Forest and Range Experiment Station, Portland, Oreg., and Oregon State Forestry Department, Salem, Oreg.

TABLE 5.—*Actual timber cut compared with allowable annual cut for national forests in Washington, 1955-64*

[Thousand board feet, log scale]

Calendar year	Actual timber cut	Allowable annual cut	Percentage of allowable cut harvested
1955	874,600	1,043,100	84
1956	839,000	1,118,100	75
1957	749,500	1,289,900	58
1958	889,600	1,305,500	68
1959	1,256,400	1,311,100	96
1960	1,061,300	1,318,700	80
1961	1,042,300	1,321,100	79
1962	1,228,200	1,341,100	92
1963	1,364,800	1,332,400	102
1964	1,475,100	1,332,400	111
Total	10,780,800	12,713,400	
Annual average, 1955-64	1,078,080	1,271,340	85

Source: Division of Timber Management, U.S. Forest Service, Portland, Oreg.

TABLE 6.—*Actual timber cut compared with allowable annual cut for national forests in Oregon, 1955-64*

[Thousand board feet, log scale]

Calendar year	Actual timber cut	Allowable annual cut	Percentage of allowable cut harvested
1955	1,694,500	1,852,500	91
1956	1,763,600	1,904,400	93
1957	1,541,600	2,057,000	75
1958	2,034,200	2,303,100	88
1959	2,796,300	2,387,100	117
1960	2,264,300	2,481,900	91
1961	2,625,600	2,600,900	101
1962	2,875,300	2,799,900	103
1963	3,038,000	2,943,400	103
1964	3,167,100	2,978,600	106
Total	23,800,500	24,313,800	
Annual average, 1955-64	2,380,050	2,431,380	98

Source: Division of Timber Management, U.S. Forest Service, Portland, Oreg.

TABLE 7.—*Comparison of allowable cut, actual cut and sales for westside national forests, region 6, 1964*

[Thousand board feet]

National forest	Allowable annual cut	Volume cut	Percentage allowable cut harvested	Volume sold	Percentage allowable cut sold
Oregon:					
Mount Hood	330,000	307,300	93.1	305,200	92.5
Rogue River	176,400	232,200	131.6	185,100	104.9
Siskiyou	190,900	224,200	117.4	256,300	134.2
Siuslaw	334,000	429,400	128.6	367,800	110.1
Umpqua	357,000	379,500	106.3	349,400	97.9
Willamette	622,600	616,300	99.0	589,500	94.7
Washington:					
Gifford Pinchot	381,100	413,400	108.5	335,700	88.1
Mount Baker	164,300	197,500	120.2	214,400	130.5
Olympic	343,200	401,000	116.8	322,800	94.1
Snoqualmie	228,600	231,000	101.0	205,200	89.8

Source: Division of Timber Management, U.S. Forest Service, Portland, Oreg.

TABLE 8.—Road moneys allocated to region 6, U.S. Forest Service, 1956–65

Fiscal year	Forest development road and trail appropriations	Road and trail 10-percent fund
1956.....	\$3,884,932	\$3,817,978
1957.....	2,470,000	5,463,564
1958.....	1,777,265	5,659,160
1959.....	2,164,153	4,613,246
1960.....	3,327,638	6,564,761
1961.....	4,174,228	7,580,300
1962.....	6,034,017	6,536,483
1963.....	6,013,973	7,214,148
1964.....	12,510,220	7,580,280
1965.....	¹ 19,799,428	8,448,972

¹ Includes \$4,850,000 for December 1964 flood damage repair.

Source: Division of Fiscal Control, U.S. Forest Service, Portland, Oreg.

TABLE 9.—Timber access road construction, region 6, U.S. Forest Service, 1956–65

Fiscal year		Miles	Cost
1956.....	Purchaser constructed.....	1,120.5	\$17,937,475.00
	Government constructed ¹	119.0	4,651,513.59
1957.....	Purchaser constructed.....	1,382.6	20,344,678.74
	Government constructed ¹	57.2	4,652,022.49
1958.....	Purchaser constructed.....	1,393.1	23,488,485.03
	Government constructed ¹	33.4	7,351,525.39
1959.....	Purchaser constructed.....	1,484.1	26,644,366.00
	Government constructed ¹	84.2	5,417,769.71
1960.....	Purchaser constructed.....	1,641.4	31,372,209.25
	Government constructed ¹	66.6	3,285,469.52
1961.....	Purchaser constructed.....	1,707.8	34,472,578.08
	Government constructed ¹	74.8	5,283,597.17
1962.....	Purchaser constructed.....	1,844.4	35,038,662.00
	Government constructed ¹	74.6	5,572,866.00
1963.....	Purchaser constructed.....	1,938.1	36,545,800.00
	Government constructed ¹	130.3	8,033,777.00
1964.....	Purchaser constructed.....	1,553.0	32,396,854.00
	Government constructed ¹	238.9	11,278,938.00
1965.....	Purchaser constructed.....	2,178.6	35,297,300.00
	Government constructed ¹	315.2	12,273,504.00

¹ Forest development roads.

Source: Division of Engineering, U.S. Forest Service, Portland, Oreg.

The CHAIRMAN. Our first witness today is Mr. John de Lorenzi of the American Automobile Association.

Mr. de Lorenzi, if you will proceed, and identify yourself, and give the subcommittee the testimony in reference to S. 3155.

Mr. DE LORENZI. Yes, sir.

The CHAIRMAN. Thank you, sir.

STATEMENT OF JOHN de LORENZI, MANAGING DIRECTOR, GOVERNMENT AND PUBLIC RELATIONS, AMERICAN AUTOMOBILE ASSOCIATION; ACCOMPANIED BY CHARLES N. BRADY, DIRECTOR, HIGHWAY DEPARTMENT

Mr. DE LORENZI. Mr. Chairman, I am John de Lorenzi, managing director of government and public relations for the American Automobile Association.

On behalf of the American Automobile Association and its close to 10 million motorist members, we express our appreciation for this

opportunity to submit comments and views on S. 3155 known as the Federal-Aid Highway Act of 1966.

As this committee knows, the AAA throughout the years has been one of the prime movers and supporters of Federal aid for highways dating back to the early 1900's. We have, in the past, and continue to support the principle of Federal-State cooperation in this important field.

Our comments and recommendations are directed not only to S. 3155, but also to the trust fund deficit and the administration's financing proposals.

TRUST FUND DEFICIT

The Department of Commerce in its 1965 cost estimate submitted to Congress indicated the Federal share for completion of the Interstate System to be \$42 billion. The AAA estimates the Federal share to be at least \$47 billion.

This difference between the Department of Commerce cost estimate and the AAA estimate is based on the following two additional cost factors:

	<i>Billion</i>
Higher construction costs, 1963-72-----	\$4
Design changes (additional traffic lanes and interchanges, 4-laning, 2-lane segments)-----	1
Total-----	5

The cost on completing the 41,000-mile National System of Interstate and Defense Highways has been, from the very beginning, underestimated. At the outset, the pricetag, based on admittedly hurried estimates, was placed at \$27 billion.

Later when it appeared these roads would cost an average of \$1 million a mile, the cost soared to \$41 billion.

In 1965, the Commerce Department's cost estimate was placed at \$46.8 billion with the Federal share indicated at \$42 billion, which, as we previously pointed out, is underestimated by at least \$5 billion.

The 1965 cost estimate which is based on 1963 construction costs does not take into consideration subsequent increases in construction prices which reflect the inflation spiral nor does it include cost of future design changes such as additional traffic lanes and interchanges including the four-laning of sections originally planned for two lanes.

Recently, it was disclosed that the Department of Defense requested the Bureau of Public Roads to increase the clearance limitation of interstate bridges from 14 feet to 16 feet—the increased cost factors are obvious.

If past performance is any indication, the cost of constructing highways will continue to rise. Statistics released by the Bureau of Public Roads in April 1966, show an increase in the cost of construction of over 27 percent in the years 1955 to 1965.

ADMINISTRATION'S FINANCING PROPOSALS

The Secretary of the Treasury and the Secretary of Commerce on behalf of the administration have submitted their recommendations to the Congress for meeting the trust fund deficit. These recommendations are now pending before the House Ways and Means Committee.

The administration proposes increases in truck taxes and a 5-month extension of the trust fund so as to bring in additional revenues estimated as follows:

	<i>Million</i>
Increase in diesel fuel taxes (4 to 6 cents)-----	\$700
Increases in truck use taxes (graduated scale)-----	900
Extension of trust fund 5 months-----	1,500
Total-----	3,100

The administration also recommends financing the Highway Beautification Act of 1965 and the now-pending "Traffic Safety Act of 1966" from the trust fund by transferring to the trust fund amounts equal to 1-percent passenger car excise tax.

Assuming adoption of the administration's additional revenue proposal, we are of the opinion that the revenue to be provided will fall short by almost \$4 billion of meeting actual needs.

We have nine recommendations to make.

Specifically the AAA recommends:

1. That forest highways on the Federal-aid highway systems should continue to be financed out of general funds rather than from the highway trust fund. Involved is an authorization of \$33 million for fiscal year 1968 and \$33 million for fiscal year 1969.
2. That public lands highways on the Federal-aid highway systems should continue to be financed out of general funds rather than from the highway trust fund. Involved is an authorization of \$7 million for fiscal year 1968 and \$7 million for fiscal year 1969.
3. That the cost of financing the Highway Beautification Act of 1965 beyond the highway right-of-way be financed out of general funds rather than the highway trust fund. We would also point out that in the financing of the Beautification Act, the legislation be clarified so that if money is transferred from the general fund to the highway trust fund it be accomplished in such a manner which will not commit the trust fund for future expenditures for beautification. It is conceivable that at some future date general fund requirements will be so substantial as to preclude a transfer of funds, thus leaving the highway trust fund to bear the whole burden.

4. The Secretary of Commerce, in cooperation with the Secretary of the Interior, should be required to submit an estimate of the cost of the highway beautification program for projects carried out both within and beyond the highway rights-of-way.

AAA considers landscaping within the rights-of-way as a part of construction and thus a legitimate charge against the highway trust fund, however, we do not consider landscaping, acquisition of scenic easements, and so forth, beyond the rights-of-way as a proper charge against the highway trust fund.

We suggest that the Secretary of Commerce cooperate with the Secretary of the Interior in this study since we consider highway beautification beyond the rights-of-way as a conservation measure, properly falling within the area of responsibility of the Interior Department.

5. That the Highway Safety Act of 1966 be financed out of general funds and not from the highway trust fund.

AAA policy is opposed to the use of highway trust fund money for any purpose other than the acquisition of rights-of-way, the construc-

tion of highways, and the administrative expenses of the Bureau of Public Roads.

The AAA does not believe that highway safety and highway beautification programs should be lumped together in one financing package. We do not see any justification for automatically equating highway safety with highway beautification.

AAA also is opposed to any Federal excise taxes on private passenger cars, their accessories and parts.

In our recent testimony before other congressional committees on the Highway Safety Act of 1966 we recommended that the initial financing be on a 2-year basis covering fiscal years 1967-68 rather than for a 6-year period and that the necessary funds be provided from general funds and not the highway trust fund.

The CHAIRMAN. What would you feel about a 3-year period, since we are going deeply into that first year of the 2 years? I mean the time element here.

Mr. DE LORENZI. The time element. Of course, the reason we are calling for the shorter period is so that you can have some sound figures on which to base the overall expenditures, so I would not necessarily see too great an objection to a 3-year period, but certainly less than a 6-year period.

We also recommended that the Secretary of Commerce be required to make a survey of the States regarding their financial ability to meet the safety standards to be set under the Baldwin amendment and to report his findings and recommendations to the Congress within 2 years from the date of enactment.

6. That the present diesel fuel tax be increased from 4 to 6 cents per gallon as recommended by the administration.

7. That the annual tax of \$3 per thousand pounds of gross weight now imposed on the use of trucks and buses with a gross weight in excess of 26,000 pounds be increased on a graduated basis as recommended by the administration.

8. That the Congress reject all proposals to divert highway trust fund moneys for purposes other than construction, acquisition of rights-of-way, and the administrative costs of the Bureau of Public Roads.

In this connection we would draw to your attention S. 2339 currently pending before this very committee, I believe, which would give the States and local communities a blank check to divert as much money as they chose from the highway trust fund to subsidize mass transit.

A measure of this type reflects the thinking on the part of all too many people who apparently regard the highway trust fund as a bottomless barrel of money when the fact is that the fund is rapidly running out of resources.

9. That the committee requests the Bureau of Public Roads to submit as soon as possible its estimate of additional costs anticipated as a result of future expected increases in the cost of construction, design change, and so forth, not now covered in the 1965 cost estimate.

Upon receipt of such information the committee will then be in a position to provide adequate authorizations to complete the interstate highway program.

AAA believes that authorizations will have to be extended by about 1 year beyond the 5-month extension recommended by the administra-

tion provided that the new revenue measures sought by the administration are enacted. That is the end of our statement, Mr. Chairman. We have attached the pertinent triple A policies and resolutions.

(The exhibit referred to follows:)

POLICY AND RESOLUTIONS OF AMERICAN AUTOMOBILE ASSOCIATION RE THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS—IMPORTANCE OF INTERSTATE SYSTEM

Because of the importance of the National System of Interstate and Defense Highways to the Nation's economic welfare, to the national defense and to interstate commerce and travel, the AAA urges orderly, continuous development of this System to the end that, *insofar as practicable*, it be brought to simultaneous completion in all states in accordance with the intent of Congress as expressed in the Federal-Aid Highway Act of 1956 as amended. (Emphasis added)

Diesel fuel tax rate differential

The major justification for the motor fuel tax as a highway user tax is that it provides the best practical measurement of extent of highway use.

Since diesel powered vehicles are capable of substantially greater miles per gallon ratios than gasoline powered vehicles with the same general weight class and operational characteristics, AAA calls upon the Congress and state legislatures to adjust the tax on motor fuel so as to provide an appropriate differential whereby fuel tax payments of diesel powered vehicles will more nearly approximate the highway cost responsibility of such vehicles.

AAA rejects the theory that a tax rate differential as between gasoline and diesel fuel constitutes a tax on efficiency. Such a claim is inapplicable to the basic theory and justification for motor fuel taxation, i.e., consumption as a measure of use.

Distribution of taxes among highway users

The United States Department of Commerce has submitted its final report to the Congress regarding the proportional share of highway costs occasioned by vehicles of different sizes and weights, in accordance with the requirements of Section 210 of the Highway Revenue Act of 1956.

The American Automobile Association urges that Congress promptly consider the findings of this report and enact such legislation as to bring about an adjustment in the total Federal highway user tax payments, so that payments made by the different classes of users more equitably reflect their cost responsibilities.

The CHAIRMAN. Mr. de Lorenzi, your statement is one in which you clearly set forth recommendations. You do not generalize; you are specific. This is very helpful to our to our subcommittee.

On what basis do you estimate that the trust fund must be extended one year, rather than the five months as recommended?

Mr. DE LORENZI. Without going into too many technicalities, Mr. Chairman, we base this on the fact that the Secretary of the Treasury has stated, I believe, that under the present law, they anticipate \$40 billion in additional revenue. And, of course, they are anticipating that it is going to cost \$42 billion to complete the program.

The administration has come up with a proposal of \$3,100 million. We are not at all sure they are going to get all that, but we have anticipated this deficit being a greater amount, so there is a \$4 billion gap, and among our recommendations, part of this fiscal gap would be covered by this stretchout further than the administration recommended.

It is a difference, of course, in the basic figures.

The CHAIRMAN. How has your organization participated through its membership in bringing these recommendations which you spell out to the subcommittee?

How did you arrive at these recommendations?

Mr. DE LORENZI. First, Mr. Chairman, of course the triple A has a series of policies which are broad in general principle which are arrived at by the general membership in convention. They come up through the usual democratic procedure through various clubs, through various committees, and then are presented at the convention.

Further than that, we have special committees which have interests in certain fields, such as highways, transportation, and so on. Matters such as these, which can't be brought before the full membership, do come before committees, and we act upon their recommendations, whenever possible.

Additionally, we have our own staff, such as our highway department, the director of which is here, who do continuing research in this type of thing, so we believe we have come to some sound conclusions.

The CHAIRMAN. I think that is a democratic process. I just wanted the record to reflect, because you are making some specific recommendations.

Mr. DE LORENZI. Yes, sir.

The CHAIRMAN. Now let's say that the President's revenue requests are not met. What then would you recommend? This is something we have to consider.

Mr. DE LORENZI. In regards to that, Mr. Chairman, would it be possible that I could call on the director of our highway department, who has gone more deeply into some of the other proposals we might have, to speak to you here? We of course have alternatives.

The CHAIRMAN. We are glad to have him.

Mr. DE LORENZI. This would be Mr. Charles N. Brady, director of the highway department. He is much more of an expert than I am.

The CHAIRMAN. Thank you, Mr. Brady.

Mr. BRADY. If the administration's proposals are not passed this year, then the Congress, of course, faces a number of alternatives. Certainly if the proposals are not passed, there would be a minimum of a \$7 billion deficit.

Now this would seem to indicate that it would take approximately 2 years of additional authorizations to cover this \$7 billion. So this would be 2 years beyond 1972.

The CHAIRMAN. From what you have said, then, I might lead to the question of the Byrd amendment, thinking of stretchout. Would you discuss repeal, possible repeal of that amendment?

Mr. BRADY. The Byrd amendment might help some, but to take up the gap of roughly \$7 billion, assuming that none of the administration's requests are acceptable, I believe this would involve too much borrowing.

Then you would have to take approximately, according to a quick estimate, perhaps 10 years after the completion of this program to pay back that \$7 billion. I am sure we are going to have some type of a Federal-aid program following this one, and assuming we borrowed \$7 billion, in order to finish this program on time, we would have to then take some of the revenue from the period 1972 on, to pay off whatever was borrowed under the repeal of the Byrd amendment.

So it would stretch out, I would quickly guess, maybe at least 10 years.

The CHAIRMAN. Thank you, Mr. Brady, and thank you, Mr. de Lorenzi.

Mr. DE LORENZI. Thank you.

The CHAIRMAN. And if you feel that you desire to give us additional information in reference to these questions that I have asked, we would be pleased to receive it.

Mr. DE LORENZI. We would be glad to do this, Mr. Chairman.

The CHAIRMAN. We value your testimony very much, and are very grateful for the thorough manner in which you have documented your presentation. Thank you.

Mr. DE LORENZI. Thank you for allowing us to appear.

The CHAIRMAN. I will announce now, we will keep our record open until May 27.

We have the National Association of Counties. There will be three gentlemen who will form a panel.

Commissioner Hill, Secretary Tollenaar, and Counsel Ward.

STATEMENT OF C. D. WARD, GENERAL COUNSEL, ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTIES; ACCOMPANIED BY JESS HILL, COMMISSIONER, LANE COUNTY, OREG., AND PAST PRESIDENT, ASSOCIATION OF OREGON COUNTIES; AND KENNETH C. TOLLENAAR, FORMER EXECUTIVE SECRETARY, ASSOCIATION OF OREGON COUNTIES, SALEM, OREG.

Mr. WARD. Mr. Chairman, I am C. D. Ward, and I am general counsel for the National Association of Counties.

With me is Commissioner Jess Hill of Lane County, Oreg., who is the immediate past president of the Association of Oregon Counties, and Mr. Ken Tollenaar consultant to that association, and is a former executive director for that group.

We are here today to testify on section 5, paragraph 4, and paragraph 5, dealing with authorization for appropriations for the forest development roads and trails, and for the public land development roads and trails.

Our witnesses speak for the National Association of Counties, which is the national organization representing county government in the United States. The policy statement of the National Association of Counties (the American county platform) contains the following statement:

FOREST ACCESS ROADS

We strongly support prompt implementation of the program objectives outlined in the long-range program for the national forests. Federal participation, by increased appropriations and authorizations in the construction of forest roads, should be immediately accelerated. Road construction, within these areas, by timber purchasers should be directed toward only those roads required for flexibility in their operations. The increased construction of forest access roads, by federal appropriation, will result in a better, more permanent road system at a lower cost, more opportunity for competitive bidding by small timber operators, increased access for forest fire protection, recreation, and other multiple uses, and increased revenues for state and local governments.

The National Association of Counties further recommends that these forest access roads should be constructed to the appropriate standard which will permit maximum economy in harvesting timber from lands tributary to these roads and

for maximum utilization of the other resources of these forest lands; provided that the cost of these higher standard roads, to the extent that they exceed the standard required of a 'prudent operator' for that particular sale, shall be borne through appropriated funds of the federal government and not by the timber purchaser.

Mr. Chairman, the testimony of our witnesses has been coordinated in advance, and it will perhaps save time if your committee's questions can be presented after completion of our testimony. Our prepared statements are quite brief, but we would appreciate the privilege of submitting a somewhat longer written statement containing background information on national forest development roads and trails for the record.

Thank you.

The CHAIRMAN. Permission is granted. It will appear at this point in the record.

(The exhibit is as follows:)

BACKGROUND INFORMATION ON NATIONAL FOREST DEVELOPMENT ROADS AND TRAILS
AUTHORIZATION (SEC. 5, PAR. (4), H.R. 14359)

I. An adequate system of roads and trails is the essential key to the proper development and management of natural resources in the National Forests.

A. The National Forest road system consists of two main parts—the Forest Highways System and the National Forest Development Roads and Trails System. This statement is concerned only with the Development Roads and Trails.

B. The Multiple Use-Sustained Yield Act of June 12, 1960 provides that the National Forests "shall be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes." National Forest Development Roads and Trails are in fact designed and used for all these purposes.

II. The construction and maintenance of National Forest Development Roads and Trails is financed from three main sources:

A. Appropriations under the authorizations contained in the biennial Federal Aid Highway Act. (Fiscal 1966 authorization: \$85 million).

B. Allocation of ten per cent of National Forest receipts under the Act of March 4, 1913 (Fiscal 1966 allocation: \$14,203,671).

C. Deductions from payments that otherwise would be made to the government by purchasers of National Forest timber. These deductions are made as compensation for construction and maintenance of timber access roads by the purchasers. (Fiscal 1966 program: \$70,552,875).

III. After a long period of neglect, the needs of the Forest Development Roads and Trails System have recently been given greater recognition by both legislative and executive action.

A. Until 1963, the rate of increase in the authorization for National Forest Development Roads and Trails was too low to keep pace with the unprecedented growth in the demand for National Forest timber, recreation usage, and other National Forest resources. The authorizations grew gradually from a level of \$17.5 million in 1951 to \$40 million in 1963—a sixteen year period during which inflation reduced substantially the increased purchasing power that would otherwise have been available from these increases.

1. The gap between the amount needed to sustain the Forest Service's program and the appropriations made under these authorizations during these years was partially filled by increasing the share of the road program financed by making deductions from stumpage prices for purchaser construction and maintenance (see H-C above). The estimated value of roads built by timber purchases through allowances in the selling prices of timber increased from \$13.8 million in 1951 to \$54.5 million in 1963. (This is in addition to the cost of road maintenance performed by purchasers, which is also compensated by stumpage deductions).

B. In 1956, a joint Congressional study of federal timber sale policies, after making certain findings with respect to the disadvantages of relying on purchaser-financed construction (see section V below) recommended that "the agencies [Forest Service and certain Interior agencies] should develop without

further delay a coordinated program for Federal construction of a main-line access-road network for all Federal commercial areas," that these roads should be built to permanent standards, and that they "should be constructed in a manner which provides for long-term multiple-use development."

C. This and other expressions of Congressional intent to establish the National Forests on a long-range multiple use basis led to preparation of "A Development Program for the National Forests," which was transmitted by President Kennedy to the Congress February 21, 1962. This is a comprehensive plan for National Forest development and resource utilization and it is broken down into two periods: the short-range 10 year program planned for 1963 to 1972 and a long-range plan projected to the year 2000. It is based directly on projections of national needs for timber, forage, water, recreation, and other National Forest products, and these projections have, during the first four years of the plan period, proven to be conservative.

1. The Development Plan called for appropriations, during the short-range 10 year program, totaling \$1.2 billion to construct 79,400 miles of multiple-use roads and 8,000 miles of trails. This is exclusive of maintenance, which is also financed from the National Forest Development Roads and Trails appropriation. It is also exclusive of an additional \$474 million over the ten-year period which would be programmed for construction by timber purchasers and financed by deductions from stumpage prices.

D. In response to the needs as outlined in the Development Program, Congress increased the authorization for National Forest Development Roads and Trails under the Highway Act from \$40 million in fiscal 1963 to \$70 million in 1964 and \$85 million in 1965. The authorizations for 1966 and 1967 were left at the \$85 million level.

E. Throughout Congressional consideration of National Forest Development Roads and Trails authorizations, there has been consistent recognition both of the value of the system and of the wisdom of the federal investment. The report of the House Subcommittee on Roads on the Federal Aid Highway Act of 1960 stated "the committee has been persuaded by the fact that every cent invested in timber access roads enhances the value of the federal forests and returns in full the investment made by the Federal Government." The 1962 report of the same committee, commenting on action that year which more than doubled the previous authorization, said, "further increases will be required in future years to fulfill the planned program as scheduled," and similar observations have been made in other official reports.

IV. Despite recent favorable action by Congress, the national forest road program is behind current and projected needs.

A. The authorizations for the first five years of the short-range ten-year program have been less than the amount indicated in the Development Program.

1. The authorizations have totaled \$418,607,000, (including the 10 per cent fund) as compared to \$608,529,000 planned for this period, or a deficiency in authorizations of \$189,922,000.

a. \$38 million of the \$418.6 million authorized was for emergency flood damage under the Northwest Disaster Relief Act, so the actual deficiency in terms of the regular program is greater than the amount indicated.

B. Some of the deficiency in authorizations and appropriations, as compared to the planned levels of the Development Program, has been made up by a greater-than-planned reliance on financing by timber purchasers.

1. Purchaser construction 1963 through 1966 has totaled \$298 million, is compared with \$203 planned.

C. Recreation usage of the National Forests has been greater than anticipated in the Development Program, thus requiring increases in the road program over the levels projected.

1. New reservoirs have been developed by the Corps of Engineers and other agencies which were not anticipated when the Development Program was prepared, and this requires more access roads for recreation purposes.

2. The Land and Water Conservation Fund allocations to the Forest Service are for land acquisition only, and development (including access roads) must come from regular Forest Service funds.

3. There have been more actual recreation visits to the National Forests than anticipated in the Development Program, and there is an urgent need to provide access to new recreation areas within National Forests.

D. 1964 legislation permitted for the first time extension of the National Forest Development Roads and Trails system to the National Grasslands administered by the Forest Service. This adds to the pool of unmet needs with a claim against the NFDR&T appropriation.

E. New federal programs, such as the Appalachian program and the Rural Area Development program, establish new priorities for allocation of NFDR&T money which were not anticipated when the Development Program was prepared.

F. General cost increases have been experienced since preparation of the Development Program, which was based on 1961 dollars.

1. Federal pay scales have been increased substantially.

2. The construction cost index has been rising nearly two per cent each year.

V. Resort to purchaser financing of timber access roads in an effort to save appropriated funds results in several adverse consequences.

A. The proportion of appropriated funds to total appropriated and purchaser funds in the timber access road portion of the NFDR&T program was only 46.2 per cent in 1966, as compared to the 60 per cent proportion planned in the Development Program. Thus, most timber access roads continue to be built by purchasers and financed indirectly by the government through stumpage price deductions.

1. The proportion of purchaser roads varies considerably by region. For example, in Region 6 (Oregon and Washington) where the demand for timber is relatively higher than in other regions, purchaser construction accounts for a higher proportion of the total program than in other regions—about 60 per cent in 1966 as compared to the national average of 53.8 per cent.

B. Reliance on purchaser construction of main-line roads tends to restrict these roads to areas where they are needed for the marketing of timber, while more remote areas valuable for recreation, watershed, and other purposes are left without access.

1. As old growth timber is removed from readily accessible areas, the Forest Service is forced to put up larger and larger sales in order to justify the cost of access road construction. This tends to restrict competition to the larger operators.

C. Any requirement that the purchaser of National Forest timber build part or all of the access to his sale area tends to discourage bidding by small operators.

1. Small operators may not be equipped or staffed properly for road construction, and find it difficult to obtain the necessary capital to build roads prior to the sale of their timber.

- a. Substantial improvement in this situation has been brought about recently through availability of Small Business Administration loans and particularly through the provision of the new timber sale contract which permits rapid amortization of road costs against stumpage payments. However, road building requirements still add to the operational and financial problems of the purchasers, whereas construction of access roads with appropriated funds prior to sale of the timber permits more flexibility and greater efficiency in the Forest Service timber sale program. (The net cost to the government is approximately the same under either method, as explained in section VII below).

- (1). Building roads in advance of timber sales results in substantial long-range savings and better conservation, because access is gained for the purpose of salvaging mortality (estimated at 1.2 billion board-feet annually in Region 6 alone) and for thinning and other silvicultural practices on young timber stands.

- b. A recent study of bidding for government timber (Mead report) observed that road building requirements do tend to restrict competition and may be a factor in producing "de facto collusion" in government timber sales.

2. The number of small mills and logging operations in the Pacific Northwest has declined drastically during the past twenty years. Purchaser road financing policies are not solely responsible for this, but they must be regarded as a contributing factor.

D. When main-line roads are built by timber purchasers rather than by the government through appropriated funds, it is difficult to achieve acceptable construction standards.

1. Although the Forest Service does the engineering for the purchaser roads, it is up to the purchaser to perform the actual construction (usually

with his own equipment and forces). The purchaser is primarily interested in removing the timber, not in building the road, and this increases the difficulty of inspection and supervision.

2. Under rulings applicable to the Forest Service road program, timber purchasers may be required to finance only the standard of road which a "prudent operator" would build for the purpose of removing the timber from the immediate sale area. Roads built exclusively under the "prudent operator" concept are ordinarily single-laned, inadequately surfaced, and generally substandard for economical permanent use.

a. The Forest Service may furnish money from appropriated funds or supply materials to the purchaser in order to secure higher standard roads. For many years this was a voluntary program, but under recent legislative authority the Forest Service may now require the purchaser to use such supplements, funds or materials. This has helped the Forest Service in its effort to build permanent, "maximum economy" roads through the purchaser program, but it makes the administration of the program more complex and is generally unpopular with timber purchasers.

3. To the extent that substandard roads continue to be built where permanent, multiple purpose roads are needed, the result is inconvenience and possibly greater physical hazard to the traveling public, increased hauling costs for the operators, and increased maintenance costs for the government.

a. A 1962 engineering study by Region 6 of the Forest Service analyzes the effect of maintenance and hauling costs as components of total annual costs per mile of road at different construction standards, and estimates that if access roads in Region 6 could be built to planned standards from 1962 to 1983, savings in maintenance and hauling costs alone would amount to \$329.5 million, as compared with construction costs of \$282 million.

E. Purchaser road construction requirements by-pass requirements for competitive bidding on road construction which have proven advantageous to the government under long standing policies.

1. Federal law requires that National Forest Development Roads built with appropriated funds and costing over \$10,000 per mile be let out for competitive bids. There is no corresponding requirement for roads built by timber purchasers, and in fact the vast majority of these roads are built by the purchasers with their own forces, without competitive bidding.

2. The professional and technical competence of regular road contractors is lost to the government through this method.

VI. Continued reliance on purchaser construction results in financial losses to counties and local school districts, since the deductions from purchasers stumpage payments reduce the base against which the 25 per cent payments to local governments (Acts of May 23, 1908 and May 24, 1956) are calculated.

A. Increasing use of the purchaser construction method is partly responsible for the fact that National Forest payments in lieu of taxes to states and local governments have lagged seriously behind the estimated property taxes these governments would collect if the same land were privately owned.

1. According to a recent Forest Service study, *National Forest Contributions to State and Local Governments*, 1962, actual payments plus contributions in kind increased only 80 per cent from 1952 to 1962 as compared to a 126 per cent increase in the estimated taxes which the same land would pay if it were privately owned.

B. Counties and school districts are, in effect, financing 25 per cent of the cost of purchaser-built roads in the National Forests. At the 1966 program level, this means a loss of revenue to these local governments of some \$17.6 million.

VII. Shifting the emphasis in the National Forest Development Road system from purchaser construction to government construction through appropriations can be done at little or no cost to the government.

A. National Forest timber sale receipts would increase in direct proportion to the reduction in the purchaser construction program, since stumpage price deductions would no longer be made on account of road building requirements.

B. Twenty-five per cent of the increased receipts would be paid to the states for county roads and schools. However, the increased competition for govern-

ment timber which such a policy would invite, the long-range economies to purchasers from permanent roads which would be reflected in bid prices, and the reduction in maintenance costs and over-all resource management efficiency within the Forest Service would further increase stumpage receipts and reduce management costs so as to at least make up for the amount paid to local governments.

VIII. To the extent that increased appropriations for National Forest Development Roads and Trails are used only to shift from purchaser-financed construction to appropriation-financed construction, there would be no net increase in total capital expenditures. To this extent, current concern with inflationary trends is not a consideration.

Mr. WARD. I now would like to call on Mr. Hill.

**STATEMENT OF JESS HILL, LANE COUNTY COMMISSIONER, AND
IMMEDIATE PAST PRESIDENT, ASSOCIATION OF OREGON
COUNTIES**

Mr. HILL. Mr. Chairman, my name is Jess Hill. I am a county commissioner from Lane County, Oreg., and immediate past president of the Association of Oregon Counties. Lane County, whose county seat is Eugene, contains portions of three national forests—the Willamette, the Sinuslaw, and the Umpqua.

There are more than 1.3 million acres of national forest land in Lane County, and the development of national forest resources is vital to the economy of our area.

An adequate road system is the essential backbone of this great resource program. Roads are essential not only for the harvest of mature timber from the national forests and the utilization of forage and other products, but also to provide access for the millions of persons who visit our forests for camping, sightseeing, and other recreation activities, for the management of our wildlife resources, and for the protection of our watersheds.

A forestwide system of roads is particularly important for the proper protection and management of all of these resources, including the control of fire, insects, and diseases which afflict our forests, tree thinning and other silvicultural practices, and related purposes.

The national forests of region 6, which includes the States of Oregon and Washington, contain more valuable resources than those of any other national forest region. They provide for an annual allowable cut of about 4.3 billion board feet of timber, out of a total of about 11 billion for all national forests, and in 1965 were utilized by some 3.8 million recreation vehicles.

Even at this level of utilization, however, there are still vast areas of our national forests which are without access of any kind. Only 22 percent of the commercial national forest timberland in this region is adequately roaded, and for this reason there can be very little salvage of the annual mortality which is running about 1.2 billion board feet.

Only about 20 percent of the precommercial young growth timber is accessible, and this results in further waste because the desirable work of thinning, pruning, and other silvicultural treatment cannot be accomplished.

From the standpoint of recreation, untold millions of American families are locked out of these areas because of the lack of an adequate recreation access road system.

For these reasons, Mr. Chairman, we welcomed the announcement, in 1961, of a long-range development program for the national forests. This program recognized the key role of an adequate road system, and it called for appropriating over a 10-year period some \$1.2 billion to construct 79,400 miles of multiple-use roads and 8,000 miles of trails under the national forest development roads and trails program for maintenance.

Today, we are in the fourth year of that 10-year program, and despite an encouraging increase approved in 1962, the amounts authorized by the Congress have fallen far short of the actual need. Authorizations through 1967 have totaled \$418.6 million as compared to \$608.5 million planned for this period under the long-range program.

The gap between needs and authorizations is actually much greater than is indicated by these figures, because maintenance of the existing system has continued to be financed from this authorization, and also because some \$38 million of the authorization was granted for emergency flood damage under the Northwest Disaster Relief Act, an expenditure which was not anticipated in formulating the long-range program.

During these 4 years there have also been several developments which have increased the needs on this system beyond those contemplated when the long-range program was developed. There had been far more recreation traffic on the system than originally projected.

New Federal programs, such as the Land and Water Conservation Fund and the Appalachia program, have created new road requirements. Expenditures of this money has been authorized to build roads within the national grass lands, as well as within the national forests. Of course, Federal pay scales have increased and the construction cost index has been rising at a rate of nearly two percent per year.

To some extent, the Forest Service has been able to meet some of the needs by resort to the purchaser method of financing its road system. This method, however, has several serious shortcomings which will be discussed in the testimony of Mr. Tollenaar.

The National Association of Counties strongly urges that your committee recommend to the Senate levels of authorization for the national forest development roads and trails program substantially higher than those provided by section 5, paragraph (4) of S. 3155.

We believe that in order to restore this program to the level contemplated in the long-range program would require approximately \$170 million annually. However, the National Association of Counties specifically supports Senator Moss' proposed amendment to S. 3155, which would provide \$150 million for each of the 2 fiscal years included in the bill.

Mr. Chairman, we are aware of concern on the part of many Senators that governmental expenditures should be held to an absolute minimum during this time of inflationary pressure in our economy. We would point out, however, as did Senator Moss upon introduction of his amendment April 25, that these authorizations will not apply until fiscal year 1968. We would also suggest that these increased authorizations could very well be used, not necessarily to build additional roads, but rather to make substantial shifts in the existing pro-

gram from the purchaser method of financing to appropriation financing. To the extent that additional appropriations are used in this manner, there would be no inflationary effect because the total expenditure for the program would be the same in either case.

Thank you very much for the opportunity to express these views.

The CHAIRMAN. Thank you, Commissioner Hill.

And now, Secretary Tollenaar?

STATEMENT OF KENNETH C. TOLLENAAR, FORMER EXECUTIVE SECRETARY, ASSOCIATION OF OREGON COUNTIES

Mr. TOLLENAAR. Mr. Chairman, my name is Ken Tollenaar, and I am serving as a consultant to the Association of Oregon Counties on certain Federal-aid road programs. I was formerly employed as executive secretary of that association.

My permanent position at the present time is research associate, Bureau of Municipal Research and Service, University of Oregon, Eugene, Oreg.

National forest development roads and trails are financed from three main sources: authorizations under the biennial Federal-Aid Highway Act; allocation of 10 percent of national forest receipts under the act of March 4, 1913; and deductions from national forest receipts due to agreements between the Forest Service and timber purchasers which call for the purchasers to build the timber access roads. These deductions reduce the price purchasers pay for the timber so as to reimburse them for their costs.

There are some significant relationships between these sources. In particular, when authorizations and appropriations under the Highway Act and the 10-percent fund fall short of the urgent needs, there is a tendency to rely more heavily on purchaser construction to fill the gap.

For example, during the period from 1951 to 1963 appropriations available for the system were hopelessly inadequate to meet the demand, so purchaser construction increased during this time by 294.8 percent while appropriations increased only 185.7 percent.

Although the situation was somewhat improved by the substantial increases voted in 1962, purchaser construction from 1963 to 1966 has been \$95 million more than planned levels, while authorizations for the appropriated fund portion of the program have been almost \$190 million less than the long-range program called for.

Reliance on purchaser construction to meet national forest goals has many adverse effects for the Forest Service, the timber operators, the local counties and school districts, and the general public.

To the extent that the Forest Service must rely on purchaser funds, its road program becomes unbalanced because the roads must be built in areas where timber is to be sold, and consequently other areas are left without access for recreation, watershed, fire control, salvage, and silvicultural purposes.

Vast recreation resources that could be opened up to meet rapidly rising public demands are locked up for lack of access. Potential losses from fire, insects, and disease in these areas without access stagger the imagination.

Another disadvantage for the Forest Service in the purchaser method of financing is the difficulty of getting permanent, maximum-economy roads built under this method. The basic difficulty is that purchaser roads must be built under the "prudent operator" concept, which means that the purchaser can be required to finance only that standard of road that a prudent operator would build to remove the timber from the particular sale area.

Usually, this means rough, single-lane roads and temporary bridges. Furthermore, timber purchasers are interested in cutting timber, not in building roads, and this makes it difficult to enlist their cooperation in adhering to Forest Service standards and requirements.

The Forest Service now has authority to require purchasers to use supplementary appropriated funds for the purpose of building higher standard roads, but this program is complex and generally unpopular with timber purchasers.

Purchaser road construction requirements have proven especially burdensome for small operators. Despite recent changes in the Forest Service timber sale contract, which permit a rapid writeoff of road costs against stumpage payments, purchasers must still put up extra capital before they begin removing timber to finance road construction costs. There are other operating difficulties in meeting the road requirements, and in general the small operators would much prefer that the Forest Service build all necessary main-line access roads from appropriated funds.

The purchaser would still pay the portion of the road cost chargeable to his sale, but he would pay it in the form of increased stumpage payments, and would therefore pay as the timber is removed and sold.

These difficulties for the small purchaser tend to restrict competition for certain national forest timber sales, especially those in the more remote areas which are now being marketed as old growth timber is removed from the more accessible areas.

Larger sales must be put up to justify the greater road costs. A recent study of Government timber sales by Economist Walter Mead has confirmed that roadbuilding requirements do tend to restrict competition and may be a factor in producing de facto collusion in Government timber sales.

Without vigorous competition for its timber sales, the Government (including the counties) receives less money for its timber, and the economy suffers through increasing concentration of firms in the timber and wood products industries.

In addition to disadvantages for the Forest Service and timber purchasers, we believe that extensive reliance on purchaser construction jeopardizes the public interest because there is inadequate control of costs and practices in the construction of what is essentially a public road system. Almost all purchaser roads are built by the purchasers themselves, with their own forces and equipment, there being no requirement for competitive bidding on the road project itself.

The professional and technical competence of professional road contractors is thus lost to the Government through this method. Purchasers are building over \$70.5 million of national forest roads in the current fiscal year, and a sizable proportion of this amount will go for permanent, main-line roads of the kind which in other Gov-

ernment programs would be subject to laws requiring formal bids and contracts.

Finally, local counties and school districts suffer from purchaser construction because the total national forest receipts against which their 25 percent payments are calculated are reduced by the amount necessary to finance purchaser construction. In 1966, these local governments are losing some \$17.6 million due to this program.

The Forest Service recently completed a study which estimates the amount of property taxes which would be paid if the national forests were privately owned, and compares this amount with (1) the actual 25 percent payments and, (2) the value of Forest Service "contributions in kind," that is, Government services and facilities which would be provided on such lands by State and local governments if the land were privately owned.

One basic finding was that payments plus contributions in kind increased only 80 percent from 1952 to 1962, as compared to a 126-percent increase in the estimated taxes which the same land would pay, if it were privately owned. Stumpage deductions allowed to finance purchaser road costs accounts for a substantial part of the difference between these two figures.

Mr. Chairman, the National Association of Counties urges that even if it is found necessary to postpone badly needed improvements in the national forest road system, due to overall economic considerations at this time, authorizations for national forest development roads and trails should be increased substantially over the levels proposed in S. 3155, and that these increases be used to accomplish a major shift in the method of financing these roads from purchaser construction to construction by the Federal Government through the use of appropriated funds.

This would not increase the total road program, and would therefore not be inflationary. Moreover, we believe it can be done with no net cost to the Government and with an excellent prospect of actually increasing the net return to the Treasury. Federal stumpage receipts would increase in direct proportion to the increase in the appropriated road program.

It is true that part of this increase would be shared with local governments, but we believe that the long-range benefits to national forest management and the increased competition for Forest Service timber which such a shift would produce would more than make up this difference.

Turning to another section of the bill, the National Association of Counties supports an increase this year in the public lands development roads and trails authorization under section 5, paragraph (5). The road system financed under this section of the bill is entirely within what is often referred to as the "unreserved, unappropriated public domain." These Federal lands comprise some 168 million acres, most of it in the 11 Western States.

The public domain lands have, we believe, been the neglected stepchild of the entire Federal land resource. Uncertainty as to the final disposition of these lands, and the lack of an affirmative program for their management, have been mainly responsible for this situation.

Today, however, it is becoming widely recognized that the bulk of these lands is not going to pass from Federal ownership. At the same time, with the advent of new, mass recreation activities and

other economic changes affecting these lands, there is also a greater recognition of their value as natural resources.

In 1964 the Congress passed significant legislation, including the Classification and Multiple Use Act, which gives official recognition to these values and to the need for an improved management program for the public domain.

As is the case with the national forests, the key to an effective management program for the public domain is an adequate road system. The Bureau of Land Management estimates that eventually some 80,000 miles of roads will be needed to provide access to these resources.

The Bureau now has in its road inventory some 45,000 miles of roads and trails of all types, including fire trails and roadways that are so primitive that they are usable for only a few months each year. Substantially more than half of these present mileage must be reconstructed to meet existing and projected needs.

Actually, more access is now being provided to these lands than is indicated by these figures—but it is being provided mainly by the county governments of the Western States, and it is being financed primarily by local property taxes and local highway user taxes.

Counties receive virtually no money from shared revenues or payments in lieu of taxes on behalf of the public domain. Federal grazing receipts which are shared with the States are earmarked for range improvements, not roads, and only minor amounts are received from public land sales.

At the present level of authorization—\$2 million—the Bureau of Land Management cannot even begin to scratch the surface of its roadbuilding needs, and it must leave most of the maintenance of its existing roads up to the counties.

In Oregon, for example, the BLM claims an inventory of about 2,500 miles of roads of all kinds on its 13.5 million acres of public domain. Of this total, it maintains only about 300 miles. There are roads in my State which are used more extensively by the BLM's own administrative vehicles than by any other class of user, but which are maintained by the local county government.

Mr. Chairman, the National Association of Counties urges that the Congress make a beginning toward an adequate road network for the public domain by authorizing \$7 million for each of the fiscal years covered by S. 3155, in lieu of the levels proposed in the bill of \$2 million for 1968 and \$3 million for 1969.

This action would permit the BLM to make a start on implementing its long-range plans for these lands, and would ultimately, we hope, relieve county governments of part of the burden they are now bearing in constructing and maintaining the road system for these federally owned lands.

Thank you very much for this opportunity to express our views.

I would like to comment on two points, one of which was brought up yesterday during the hearings, when Senator Moss inquired about the effect of eliminating class 3 forest highways from participation in the forest highways system, and at that time, Chief Cliff of the Forest Service, who was testifying, indicated that there are three alternatives for financing those roads, which comprise some 3,000 miles.

One alternative would be for the counties simply to take over and finance those roads as part of their own systems, which means that

the financing would have to come from property taxes, locally levied, and from local highway user taxes.

The second alternative would be to include the same roads, with the consent of the States involved, as part of the Federal-aid secondary system.

The effect on financing in that case would be to reduce, in effect, the Federal participation in the financing from 100 percent under the forest highway system down to approximately 60 percent or more in some States, because of the unreserved public-domain provision.

The third alternative would, of course, be to simply dump the same roads over into the national forest development road system, which is provided for by this bill. Again this would mean 100 percent Federal financing, but it would water down an appropriation and a program which is already much too thin.

I just wanted to comment on that, and indicate that the National Association of Counties is objecting to elimination of those county roads from the forest highway system.

I might add that in the State of Oregon, where I happen to live, this would not prove to be any great problem, because we only have some 35 miles of class 3 roads in the State, but there are several States where this mileage is substantial. There are four States where the mileage is more than 200 miles.

The States are California, Colorado, Montana, and Utah.

The other point which is covered in my remarks has to do with another section of the Federal-Aid Highway Act which I believe has received very little attention, and that has to do with the public lands development roads and trails, under section 5, paragraph 5 in the bill.

This program was, I believe, initiated some 6 years ago, and has been given annual authorization figures of between \$2 and \$4 million, but this amount has been completely inadequate in relationship to the need to provide an access road system on the public domain.

There are 168 million acres of public-domain land, primarily in the 11 Western States. There are additional hundreds of millions of acres of public-domain land in Alaska. There are management possibilities for this land, which are largely unrealized, because of the absence of an adequate access roads system.

Congress has recognized and given impetus to management plans for these lands by passing the Classification and Multiple-Use Act in 1964, and this act is now being implemented, but the end result will come to very little, unless an adequate access road system is provided for the public-domain lands.

There are recreation pressures today on those lands, with substantial recreation utilization, over and above the ability of the road system to handle it. We have people running around on the public domain in jeeps and other power vehicles, and probably making it all right, but for the ordinary passenger car to try to traverse the majority of the so-called public land development roads is almost an impossibility, year round, and is definitely an impossibility during many months of the year.

There are rockhounds and campers and plain sightseers, and hunters and fishermen, and various other categories of recreationists attempting to use the public domain.

The Bureau of Land Management has some long-range plans for development of an adequate road system for these lands, but it has had little or no money to implement these plans.

In my State, and I do not have similar figures for other States, but in my State, the BLM claims a road inventory of about 2,500 miles.

However, they are only maintaining about 300 miles, so their total inventory, and some of our county officials question whether they are even maintaining 300 miles.

The problem is not lack of good intention, it is a lack of money. What is happening is that the county governments are actually filling this gap to some extent by providing, from their own funds, money to construct and maintain access roads in these areas which are 100 percent federally owned.

They, I might add, are receiving little or no money in lieu of taxes on behalf of the public-domain lands. There is only one real revenue-sharing formula. That one provides for 5 percent of the proceeds of sales of public land and their products to be directed to counties, but it results in a very minute sum of money which does not begin to cover the counties' actual road costs on those lands.

For these reasons, Mr. Chairman, the National Association of Counties is suggesting that the figure in S. 3155 of \$2 million for 1968 and \$3 million for 1969 be increased to \$7 million per year, for both years, in order that the Bureau of Land Management can begin to undertake a program of developing access roads for these lands.

That concludes my testimony, Mr. Chairman.

The CHAIRMAN. Thank you, Mr. Tollenaar.

Now I know we can't give exact figures, but you can help us by an approximation of the portion of the Forest County School and Road Budget that is to come from the 25 percent receipt funds.

Mr. TOLLENAAR. Well, of course, this will vary from county to county.

The CHAIRMAN. Yes, sir.

Mr. TOLLENAAR. I can give you rough figures for Oregon, for example. Under the national forest formula, the 25 percent formula produces about \$12 million. In round figures, this was about the last figure that I saw, I think, for the most recent fiscal year.

Now each State, according to the provisions of its own laws, allocates these funds differently, as between roads and schools. In Oregon, it goes 75 percent to roads, and 25 percent to schools. In other words, Oregon counties receive for roads 75 percent of their 25 percent share of national forest receipts. Therefore, Oregon counties in the most recent fiscal year received about \$9 million.

Now this is about 10 percent, a little less—maybe 9 percent—of the total county budgets of Oregon for all purposes.

The total county road budget is about \$35 million, so whatever percentage \$9 million is of \$35 million, that would be about the total percentage. But, again, this will vary from county to county, within the State. Some counties receive little or no national forest fees, because they do not contain national forest land.

Others receive quite a bit, because they maintain very productive national forest land.

(In response to its request for information regarding the relationship between Forest Service payments and county payments, the National Association of Counties submitted its following communication:)

NATIONAL ASSOCIATION OF COUNTIES,
Washington, D.C., May 24, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Public Works Committee,
U.S. Senate, Washington, D.C.

DEAR SENATOR RANDOLPH: During the hearings of the Roads Subcommittee on S. 3155 Thursday, May 19, you requested the National Association of Counties to supply information for the record regarding the relationship between Forest Service payments to the states under the Acts of May 23, 1908, and May 24, 1956 (25 percent payments), and total expenditures of counties and school districts.

The enclosed table provides the requested information. However, several points need to be considered in interpreting these figures:

1. The federal law provides for 25 percent of National Forest receipts to be paid to the states for county roads and schools. It is up to each individual state, by action of the state legislature, to determine how this money is to be divided between roads and schools. The formula or procedure is therefore different in each state. In some states, such as Oregon, most of the money has been earmarked for county roads. In many other states most of the money is earmarked for schools. In the state of Washington, state law merely provides that each local county governing body shall determine, from year to year, in what manner the money is to be divided between roads and schools.

Therefore, in order to determine how important the 25 percent payments are to the respective budgets of counties and school districts in any given state, it is necessary to know the particular formula which that state has adopted to divide the money between roads and schools. If you desire, we will be glad to obtain this further information for you.

2. State law also determines whether the 25 percent payments are to be forwarded to all counties and/or school districts in the state, or whether only those counties and school districts containing National Forests are to receive the money. In Oregon, for example, only those counties that contain National Forests (31 of our 36 counties) receive the 25 percent payments, but the portion that goes to the schools within those counties is divided among all school districts in accordance with the number of school children, regardless of whether or not the receiving school districts contain National Forest land.

We believe that in most states only those counties which contain National Forest land receive these payments. However, in interpreting the enclosed table, it should be borne in mind that the expenditure figures are for all school districts and counties in the state, while the 25 percent payments may be received only by those counties and/or school districts which contain National Forest land.

3. We acknowledge that the Forest Service contributes more to local government finance than is indicated by the 25 percent payments alone. For example, it finances certain fire control activities and builds and maintains certain kinds of roads within the National Forests which would be the financial responsibility of counties and the state governments if the same land were privately owned.

A recent study conducted by the Forest Service considers this question at length (*National Forest Contributions to State and Local Governments, 1962*, published in January 1965), and compares the 25 percent payments plus Forest Service "contributions in kind" to the estimated ad valorem taxes the same land would pay if it were privately owned. The National Association of Counties has reviewed this report, and while we do not fully concur with some of the items claimed by the Forest Service as "contributions in kind," we commend it to your Committee as a useful study of the overall relationship between the 25 percent payments and local government finance.

We understand that the Public Land Law Review Commission plans to undertake a comprehensive study of the various shared revenue formulas applicable to different categories of federal land, and the fiscal significance of these payments to local and state governments.

Please call upon us for further information if you should require it.

Sincerely yours,

PAUL N. CARLIN,
Assistant Director.

Expenditures of counties and school districts compared to national forest payments and contributions in kind, fiscal year 1962

[In thousands of dollars]

State	County government expenditures ¹		School districts expenditures	Total expenditures for county roads and school districts	U.S. Forest Service receipts from 25 percent fund
	Total	Roads only			
Alabama.....	92,193	44,228	191,359	283,552	214
Arizona.....	60,375	10,338	176,315	236,690	330
Arkansas.....	42,283	14,628	113,521	155,804	712
California.....	1,719,985	131,902	2,341,639	4,061,624	3,141
Colorado.....	141,574	23,138	219,233	360,807	195
Florida.....	248,800	40,550	466,228	715,028	237
Georgia.....	138,347	42,233	278,412	416,759	258
Idaho.....	36,004	8,330	62,027	98,031	1,063
Illinois.....	313,651	78,646	1,044,785	1,358,436	15
Indiana.....	221,779	47,505	491,721	713,500	6
Iowa.....	161,199	70,007	284,730	445,929	(2)
Kentucky.....	52,730	9,555	215,665	268,395	71
Louisiana.....	84,979	23,364	280,914	365,893	208
Maine.....	4,817	410	10,808	15,625	6
Michigan.....	386,347	100,986	893,657	1,280,004	146
Minnesota.....	246,742	56,091	387,852	634,594	129
Mississippi.....	103,395	41,591	152,128	255,523	717
Missouri.....	73,592	18,413	378,261	451,853	63
Montana.....	52,697	9,905	68,224	120,921	865
Nebraska.....	91,533	27,869	127,992	219,525	19
Nevada.....	32,839	2,842	43,119	75,958	41
New Hampshire.....	7,075		31,202	38,277	73
New Mexico.....	17,927	3,852	106,786	124,713	132
North Carolina.....	573,683	1		573,683	143
North Dakota.....	40,299	13,415	65,680	105,979	(2)
Ohio.....	443,720	78,272	925,189	1,368,909	6
Oklahoma.....	77,228	35,447	196,084	273,312	97
Oregon.....	90,858	32,107	218,882	309,740	12,092
Pennsylvania.....	188,772	13,012	1,030,180	1,218,952	192
South Carolina.....	55,468	9,195	149,780	205,248	502
South Dakota.....	41,298	13,445	64,937	106,235	40
Tennessee.....	301,875	37,766	3,192	305,067	91
Texas.....	270,888	102,813	911,302	1,182,190	318
Utah.....	29,279	6,463	117,641	146,920	120
Vermont.....	139		6,042	6,181	70
Virginia.....	299,101	4,314		299,101	61
Washington.....	121,751	41,696	354,620	476,371	4,367
West Virginia.....	23,942	35	135,269	159,211	110
Wisconsin.....	330,023	102,721	278,635	608,658	92
Wyoming.....	26,021	3,349	47,106	73,127	118

¹ Source: U.S. Bureau of the Census, "Compendium of Government Finances, 1962," vol. IV, (governmental finances) No. 4.

² Less than \$1,000.

The CHAIRMAN. Can you supply figures to the subcommittee on the extent of the county road construction on the federally owned lands?

Mr. TOLLENAAR. We will attempt to provide this.

The CHAIRMAN. You referred to this gap.

Mr. TOLLENAAR. Yes. Now I might say, there is little county road construction on national forest lands. That is, within national forest boundaries. There is some. There are some county roads within national forest boundaries, but the main impact of the national forests on the county road system comes in the areas immediately beyond the boundaries, on the roads that take the logs from the national forest areas on down to the mills in the towns.

These are roads which counties have to build to very high standards in order to carry the log traffic. These are also roads that have to be built to adequate safety standards in order to carry the recreation traffic. The counties' main role in the national forest system is what it does on roads leading from a national forest boundary into the centers of population.

But, nevertheless, there are some roads within the national forest which are constructed and maintained by counties, and we would be glad to provide those figures for the record.

The CHAIRMAN. What was the reference to the 2,500 roads?

Mr. TOLLENAAR. I was referring there to the public domain. This is the so-called unreserved and unappropriated public domain. In Oregon, there are 13½ million acres of public domain, not in any national forest, not in any national park, and not in any military reservation or wildlife refuge, but simply unreserved.

The CHAIRMAN. Well, it is Federal land; isn't it?

Mr. TOLLENAAR. It is Federal land; yes, sir. It is.

The CHAIRMAN. How much of the road construction on that type of land?

Mr. TOLLENAAR. There is very little indeed, Mr. Chairman. As I indicated, the bureau of land management in Oregon claims an inventory of 2,500 miles for that 13½ million acres, but that mileage includes fire trails and it includes rights-of-way which no one would really identify as a road, unless he was traversing it in some kind of a four-wheeled or four-wheeled-powered vehicle.

There is very little in the way of modern road construction on those lands, and yet they are being utilized. These roads are being utilized for access by the general public to the various resources on the public lands.

(Subsequently the following telegram was received:)

SALEM, OREG., May 26, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Committee on Public Works,
U.S. Senate, Washington, D.C.:

Road mileage information for eastern Oregon counties, which you requested of Kenneth Tollenaar, Association of Oregon Counties, is as follows:

1. Total miles of county road, 8,678.
2. Total county road mileage within public domain lands, 1,456.
3. Total mileage of county roads within public domain lands which is used primarily for access to and from public domain lands for such purposes as range management, soil and water conservation work, hunting, fishing, camping, sightseeing, rockhounding, etc., 679.

WARD ARMSTRONG,
Executive Secretary, Association of Oregon Counties.

The CHAIRMAN. Mr. Ward, did you have further comments?

Mr. Hill?

Mr. Tollenaar?

Your statements are going to be of considerable help to the committee.

Mr. HILL. I would like to back up Mr. Tollenaar's statement about the expense to the counties in constructing roads from the national forests into the milling centers of the county, where the timber is processed.

In Lane County, in one stretch of road for just a little less than a half a mile, we are spending \$132,000. And this is necessary to get the logs from the national forest into the mill.

Now all roads are not this expensive, but we get around \$2,426,000 a year from national forest revenues which is earmarked for road construction, but you can see that \$132,000 for the half mile eats that amount up pretty fast. This is the main use that we make of this

money that we get, providing access for the timber from the forest to the mill.

The CHAIRMAN. Gentleman, thank you very much.

Mr. HILL. Thank you.

The CHAIRMAN. The National Forest Products Association is our next panel. I understand that four gentleman will appear.

Mr. Early, you are going to be chairman, in effect, for the panel by way of introduction.

STATEMENTS OF WILLIAM EARLY (SPOKESMAN), WEYERHAEUSER CO., TACOMA, WASH.; RICHARD GRIST, GEORGIA-PACIFIC CORP., BLUEFIELD, W. VA., REPRESENTING THE APPALACHIAN HARDWOOD MANUFACTURERS, INC.; NEPTUNE LYNCH, NORTH FORK LUMBER CO., NORTH FORK, IDAHO, REPRESENTING THE WESTERN WOOD PRODUCTS ASSOCIATION, PORTLAND, OREG.; AND RAY CRANE, CRANE MILLS, INC., CORNING, CALIF., REPRESENTING THE WESTERN WOOD PRODUCTS ASSOCIATION, PORTLAND, OREG., ON BEHALF OF THE NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. EARLY. Yes, Senator, I will act in that capacity, and we thank you very much for your continuing interest in these problems and our opportunity to be here today.

I would like to read my prepared statement and then summarize several portions of it.

The CHAIRMAN. You may proceed, Mr. Early.

Mr. EARLY. Mr. Chairman and gentlemen, I am William B. Early of Tacoma, Wash. I as an attorney for Weyerhaeuser Co., an integrated forest products company with headquarters in Tacoma.

I am representing the National Forest Products Association Subcommittee on Access Roads. Participating with me in this presentation are Mr. Ray Crane, Crane Mills, Corning, Calif. Mr. N. A. Lynch of North Fork Lumber Co., North Fork, Idaho; and Mr. Richard P. Grist of Bluefield, W. Va., representing Georgia-Pacific Corp.

Mr. Crane and Mr. Lynch are also representing the Truck Transportation Committee of Western Wood Products Association, while Mr. Grist is also representing Appalachian Hardwood Manufacturers, Inc.

There are three subjects related to forest access roads which we would like to discuss with you today. The primary subject is the authorization for Forest Service access roads for fiscal years 1968 and 1969. At the completion of our discussion on the authorization question, we would like to present two problems that arise out of the necessity for private owners to cross Forest Service lands in order to have access to their own property and resources.

We have partially divided these three subjects among the four speakers. Initially, I will set forth very briefly some of the arguments favoring an increased access roads authorization for the Forest Service.

Mr. Lynch and Mr. Grist will then discuss this problem as it relates to their regions. I will return to present one of our additional

access problems and Mr. Crane will follow with an explanation of the other.

FOREST SERVICE ACCESS ROADS AUTHORIZATION

Section 5(4) of S. 3155 would authorize \$85 million and \$110 million, respectively, in fiscal years 1968 and 1969 for construction and maintenance of national forest development roads.

Senator Jordan of Idaho has proposed an amended authorization request which would provide \$170 million for this purpose in each of the 2 fiscal years.

The Forest Service program for the development of the national forest roads which was transmitted to Congress by President Kennedy in 1961 has been running behind schedule. For this and numerous other reasons that will be presented here today, the National Forest Products Association, the Western Wood Products Association, and the Appalachian Hardwood Manufacturers, Inc., wholeheartedly support Senator Jordan's amended authorization.

The primary beneficiaries of improved access to the national forests are the members of the general public. The timber within our national forests is a valuable natural resource which should not be wasted. Protection of this natural resource from fire, disease, insects, and deterioration resulting from failure to harvest wind-damaged or overaged timber requires access to the affected timber.

According to an authoritative 1966 report published by the Bonneville Power Administration the volume of trees dying from natural causes in the Pacific Northwest in 1962 was estimated at 8.7 billion board feet. This is equal to 43 percent of the gross growth during the same period. Access to our forests is necessary in order to prevent this waste.

At the same time that the national demands for multitude of wood products is growing because of the Vietnam crisis and other reasons, we are relying increasingly on our national forests to supply the needed wood. The timber cannot be harvested unless access is available and the failure to supply the growing demand for wood can cause inflationary pressures.

The growing demand for additional outdoor recreation is well publicized and is supported by the current administration. As recently as the fifth of this month in Executive Order 11278, the President advocated management of the Federal lands "to enhance recreational opportunities consistent with other essential uses."

The roads that provide access to our national forests are extensively used for recreational purposes. The construction and maintenance of access roads to serve this additional use is a part of the multiple-use concept. Naturally, these additional road requirements result in increased road costs but the benefits inure to the public generally.

The taxpayer also benefits by the construction of additional access roads because of the increased amount of Forest Service timber that is made available thereby. The sale of this timber has become a significant source of income to the National Treasury as the figures that the Chief of the Forest Service has agreed to furnish this subcommittee will indicate.

Additional forest access roads provide general and measurable benefits to the public but they are an absolute necessity to the companies and communities that are dependent upon the cutting and processing

of Forest Service timber. In many Western States the Federal ownership of timberlands is in excess of 50 percent.

The witnesses that follow will explain in more detail how critical is the reliance of many communities and companies on Forest Service timber, and the concomitant reliance on satisfactory forest access roads.

For these reasons we strongly urge your approval of Senator Jordan's increased authorization.

Mr. Chairman and committee members, Mr. Crane and I would now like to touch briefly on two related access problems. As Chief Cliff so aptly pointed out yesterday, the passage of Public Law 88-557 has been a milestone in improved relations between the Forest Service and the forest products industry.

We realize the large role that this committee played in the passage of that legislation and take this opportunity to thank you once more. Since your committee and staff commenced investigating these problems they have begun to dissolve.

There remain some problems in the administration at the forest level of the policies worked out through industry-Forest Service cooperation, but I am confident that they can be solved.

However, there are at least two remaining problems which require the committee's attention and we would like to request that this committee look into them as it investigated the problems solved by S. 1147.

This committee, when reporting out S. 1147 in 1964, recognized the existence of one of these problems. I quote from pages 7 and 8 of that report:

It is vital to a sound democracy that the Government maintain just and equitable relations with its citizens in all spheres of activity. The committee therefore acknowledges the principle of compensable interest in roads constructed at private expense on Government lands when such roads are used for commercial purposes by the Government or other persons than the builder. The problem of assuring such compensable interest has not been solved by this legislation, and will therefore be kept under the continuing consideration of the committee.

It is this problem to which I will address myself. Mr. Crane will relate to you the problems a private owner can have in obtaining prompt access across Forest Service lands to reach his own lands or resources.

Attached to my statement is an appendix setting forth language which we feel equitably solves these two problems. This language has been modified since these problems were first considered by this committee in connection with S. 1147. Modifications were made to correct some of the problems raised by the Forest Service.

The "compensable interest" problem results from the fact that under certain circumstances the Forest Service does not feel it has statutory authority to compensate a private landowner for roads built at the sole expense of the private landowner on national forest lands when the Forest Service elects to make substantial use of such roads.

A graphic illustration of this problem can be found in an actual case that occurred in the Cedar River watershed in the State of Washington. A cooperative road agreement was entered between the city of Seattle, Weyerhaeuser Co., Scott Paper Co., Mountain Tree Farm Co., and the Forest Service.

This agreement covered a road system totaling 98.4 miles of roads constructed at private expense across lands of the various parties to

the agreement. Of this system, 79.2 miles were located on private and city of Seattle lands and the other 19.2 miles had been constructed on national forest lands at private expense.

The Forest Service and the other parties agreed that the value of the 79.2 miles of roads was \$1,200,000. The reasonable replacement value of the 19.2 miles on Forest Service lands was \$292,500.

The parties agreed to share road construction costs on the basis of the timber in the entire watershed and it was on this basis that the costs of the 79.2 miles on private and city of Seattle lands were shared. The Forest Service felt that it was not authorized to recognize the \$292,500 which represented the cost of construction of these private roads on Forest Service lands.

Because of this lack of statutory authority the Forest Service acquired perpetual rights on 19.2 miles of roads valued at nearly \$300,000 without any compensation to the parties that constructed the roads.

When a commitment has been made in advance of construction, compensation can be made. This advance commitment may be made in the form of a cooperative road construction and use agreement or a special use permit containing an optional clause.

In the past, a substantial amount of private road construction has been undertaken without such a prior commitment. Until recent years this commitment had not been thought important. Because of several administrative decisions it appears that legislation is now required in order to obtain compensation for such construction.

The problem is not as serious for the future if present Forest Service policy is continued. However, because protective language is still not used in all special use permits the problem can still arise.

There have been three important administrative decisions which have increased the importance of the compensable interest issue:

1. Several decisions of the Comptroller General have resulted in private owners being charged for use of roads built by Federal timber purchasers.

2. The Attorney General's 1962 opinion denies assured access to owners of property inside a national forest unless they are actual settlers.

3. An opinion of the General Counsel of the Department of Agriculture has been interpreted to prohibit the reservation of free use in easement grants to the Forest Service by private landowners. The hardship caused by this policy has been eased somewhat by a recent Forest Service policy decision which would allow reservation of a right to share costs.

All three of these basic decisions were contrary to prior Forest Service practices, but we are not challenging them today. We merely point out that in conjunction with the inability to compensate some private owners for their road construction these decisions have created a gross inequity. Where compensation is not available the Forest Service has in effect reserved a right of free use.

At the same time this right is not available to a private landowner granting access to the Forest Service. This injustice has been informally recognized on numerous occasions by Forest Service officials. The feeling seems to be that compensation would be gladly made if authority to do so were available.

What we request today is the adoption of the legislation proposed in the appendix so that just compensation can be made.

Thank you for the opportunity and privilege of appearing before you today.

(The appendix to Mr. Early's statement follows:)

APPENDIX

PROMPT ACCESS

"While an application for an easement is pending, the Secretary shall, upon request by the applicant, issue a temporary permit to cross lands subject to the Secretary's jurisdiction under such conditions as will protect the property of the United States. The Secretary need not issue a temporary permit if prior to or within 90 days after receipt of the application he has determined in accordance with established law that no roads shall be built in the area for which the application is made. Such permit shall be limited to a period not to exceed 3 years, unless otherwise extended by the Secretary."

COMPENSABLE INTEREST

"Any person who, pursuant to permission granted by appropriate authority, constructed at his own expense a road or road structure on lands subject to the Secretary's jurisdiction for access to his own lands shall have a compensable interest in such road or road structure such that when it is determined in the public interest to permit substantial use thereof by the United States, or others, such person, his successor or assign shall be paid equitable consideration therefor, under such arrangements as may be prescribed by the appropriate Government officer."

This completes my prepared statement, Mr. Chairman. I will now summarize its three subjects we wish to discuss with you today. Primarily, S. 3155, but in addition, we would like to discuss two forest access problems at the end of our presentation.

The CHAIRMAN. Yes, that will be agreeable, sir.

Mr. EARLY. Section 5 (4), of this bill would authorize \$85 and \$110 million in fiscal years 1968 and 1969, respectively.

As you well know, Senator Jordan has introduced an amendment that would raise these authorizations to \$170 million in each of the 2 years. President Kennedy's 1961 plan for the development of access roads is falling far behind schedule, and for this reason, and many others that we will present to you, we, as a group, and representing National Forest Products Association, the Western Wood Products Association, and the Appalachian Hardwood Manufacturers, Inc., wholeheartedly support Senator Jordan's amendment.

We feel that there is a broad base of beneficiaries of this authorization. In the first place, the timber of our national forests is a valuable natural resource which should not be wasted. There are many hazards that can arise in relation to this natural resource. These include fire, disease, insect damage, and deterioration resulting from the failure to harvest windblown, and overripe timber.

I recently read, in a 1966 report published by the BPA, a very interesting statistic which I think will both surprise and dismay you. It was reported in this Government report that in the Pacific Northwest, in 1962, there was an estimated loss of 8.7 billion board feet of timber due to natural causes. This is equal to 43 percent of the gross growth during this same period. This impresses me as quite a waste of a valuable natural resource, and it takes access roads to protect against this loss.

At the same time, as our national demand for wood products is growing, because of the Vietnam crisis and other reasons, the supply of timber that produces this end product is becoming more and more reliant on national forest timber. This timber cannot be harvested, unless there is sufficient access, and if it cannot be harvested in adequate amounts, a shortage of supply will develop which will increase inflationary pressures.

The growing demand for additional outdoor recreation is well established and is a policy backed by the current administration. On the fifth of this month, in the President's Executive Order 11278, the President advocated management of the Federal lands to enhance recreational opportunities consistent with other essential uses.

The roads that serve our national forests serve substantial recreational use, and we feel that additional authorizations for construction of these roads will further the President's policies on outdoor recreation and the use of our natural resources.

We also feel that the taxpayer benefits as a result of the construction of these roads, because of the additional national forest timber that is available for sale. The sale of this timber has become a significant source of income to our National Treasury.

One further benefit that inures to the general public comes to the public through the counties, as was just related to you this morning. The counties are benefited by the construction of these access roads, and we think this is an important factor.

But if the additional forest access roads are a benefit to the general public, we think they are an absolute necessity to the companies and the communities that are dependent on national forest timber.

In many of our Western States, timber lands are more than 50 percent in Government ownership. The witnesses that follow will explain in more detail how Government ownership of a large portion of the timber resource directly affects people in their regions. For these reasons, we strongly urge your approval of Senator Jordan's amendment.

At this time, I am going to defer temporarily to Mr. Lynch. I will return at a later point to speak to you on one of the other issues. At this time, Mr. Lynch.

The CHAIRMAN. Mr. Lynch, do you come from Oregon?

STATEMENT OF N. A. LYNCH, PRESIDENT, NORTH FORK LUMBER CO., NORTH FORK, IDAHO, ON BEHALF OF WESTERN WOOD PRODUCTS ASSOCIATION OF OREGON

Mr. LYNCH. From Idaho. From Salmon, Idaho.

The CHAIRMAN. I see. You represent the Western Wood Products Association of Oregon. Am I wrong?

Mr. LYNCH. No.

The CHAIRMAN. I thought it was Portland, Oreg.

Mr. LYNCH. That is their headquarters.

The CHAIRMAN. You are an operator in Idaho.

Mr. LYNCH. Yes.

The CHAIRMAN. Thank you, sir, you may proceed, Mr. Lynch.

Mr. LYNCH. Thank you.

Mr. Chairman and gentlemen of the committee, I am Nep Lynch, president of the North Fork Lumber Co., North Fork, Idaho. I am

a member of and speak for the Western Wood Products Association composed of lumber manufacturers in the 12 Western States.

Our company produces approximately 7 million board feet of lumber annually and employs 18 persons in the mill and 12 persons in the woods.

We are 100 percent dependent on the Salmon National Forest for our timber supply like many other lumber operations in the Rocky Mountain region. Actually 90 percent of the region's timber is in Federal ownership, so you can see that our industry is closely tied to the management and development of Federal lands.

Many Rocky Mountain communities, such as ours at Salmon, Idaho, have their economies closely related to the management of surrounding Federal lands. This exists in regard to mining, grazing, wood products, and public recreation.

Our Western communities need full development of our national forests through adequate transportation systems if we are to enjoy the benefits of these vast and wonderful lands.

My statement today relates to roads for national forest development and the lumber industry, but I venture to say the recreating public and our community economies will receive the greatest benefits. Roads built for harvesting timber are utilized by all kinds of national forest users.

Some practical effects of an inadequate transportation system on our economy are:

1. The artificial scarcity of raw materials available to forest products users.
2. The Federal loss of overmature timber values to insects, disease, and fire is equal to one tree out of seven.
3. The loss of timber growth that results from inability to manage and harvest ripe and overripe trees.
4. In order to market the Federal timber the operator is forced to subsidize the road construction.
5. A big loss of payrolls and revenues to Federal, State, and local economies.

The Salmon National Forest is an excellent example of a grossly inadequate transportation system.

The Salmon National Forest has a timber volume inventory of 5 billion board feet on 1.1 million acres which will support a sustained annual allowable cut of 70 million board feet. The actual annual allowable cut based on the present rate of available road moneys is 28 million board feet.

A great portion of this 28 million board foot allowable cut appraises out as deficit value timber. That is the timber value will not support the costs of roads, timber harvesting, lumber manufacture, stumpage charges, and a profit margin to the purchaser.

This makes the purchaser that wants to keep his operation going sacrifice a normal profit margin by subsidizing the national forest road system. A timber purchaser may bid away his normal profit margin during competitive bidding for the timber, but on the Salmon Forest and many other Rocky Mountain national forests the advertised stumpage prices do not permit a normal profit margin to begin with.

The Salmon National Forest Working Circle Timber Management Plan states: "Overall growth rates on the Salmon Working Circle are generally low. This is primarily due to the existence of large areas

of mature and overmature sawtimber and considerable areas of stagnated stands" which cannot presently be harvested due to lack of adequate access.

Other unfavorable effects of an inadequate transportation system is the concentration of timber harvest on the most accessible areas and the artificial scarcity of timber for harvesting.

The timber harvesting program cannot be properly spread out into the present inaccessible portions of the drainage until systems of roads are constructed to serve multiple use.

My mill along with other mills on the Salmon National Forest and numerous others are operating with less than 1 year's timber supply and occasionally with less than 4 months' supply.

In order for most mills to take a long-term approach to industry and community development, a timber supply of 2 to 3 years is required.

This artificial scarcity created by inadequate roads has adversely affected the industry's ability to attract the capital necessary for more efficient harvesting, processing, and utilization of the resource. The uncertainty of timber supply increases the instability of communities dependent on national forest timber.

One basic reason for these adverse existing conditions is an inadequate forest road system.

Within the past 2 years my company has made over \$65,000 capital investment to modernize our milling facilities to remain competitive in producing a better lumber product cheaper.

We feel the Federal Government as a landowner also has a basic responsibility to make capital investments in our national forest transportation systems to meet the needs of multiple use. An investment which will be returned manifold in benefits through increased recreational use, contribution to the economies of local communities, revenues to Federal, State, and local governments, and by far not the least, a healthier and wiser utilization of the national forest resources.

At this time I would like to urge an increase in the authorization for national forest development roads to \$170 million for fiscal years 1968 and 1969.

Thank you for this opportunity to be heard.

Mr. EARLY. Mr. Grist will now make his statement at this point, and then I will return.

The CHAIRMAN. Mr. Grist, we are very happy to have you.

**STATEMENT OF RICHARD P. GRIST, GEORGIA-PACIFIC CORP.,
BLUEFIELD, W. VA., ON BEHALF OF APPALACHIAN HARDWOOD
MANUFACTURERS, INC.**

Mr. GRIST. Thank you, sir.

Mr. Chairman, I wish to thank you for the opportunity of appearing here this morning, and I would like to request that my statement be submitted as written, along with the attachments and I would like to have the opportunity to summarize what I have.

The CHAIRMAN. Yes, that will be appropriate, go ahead.

(The prepared statement follows:)

STATEMENT OF RICHARD P. GRIST, GEORGIA-PACIFIC CORP., BLUEFIELD, W. VA.

Mr. Chairman and Gentlemen of the Subcommittee.

I appreciate very much the opportunity to appear before you this morning. I am Richard P. Grist from Bluefield, West Virginia. I am employed by the

Georgia-Pacific Corporation as Manager of Timberlands and Logging. We operate in the Appalachian Hardwood region, and I am the representative of the Appalachian Hardwood Manufacturers, Inc. Our company has timber holdings in the region as well as sawmills and woods operations employing some 700 people. The mills and communities in the Appalachian Region depend mostly on private timber stands for a supply of raw material, but some operations are dependent on the national forests for an important part of their supply of raw materials.

We are in a somewhat different position in the Appalachian region than the producers in the West. In the Appalachian Region, 3.75 million acres of national forest land was purchased from private landowners shortly after having been cut over 30 to 50 years ago. Consequently, these national forests have been growing timber while harvesting only a portion of the total growth each year. As the volume, size and quality of timber increases, the national forests will have a better opportunity to carry their fair share of the timber economy of the region.

The Appalachian National Forests located in five states contain 13 percent of the commercial forest land in the region. Because of the nature of the lands, harvest of the allowable cut from the National Forests should be 14 percent of the total volume of Appalachian Hardwoods harvested annually. However, the national forests yield only 9.5 percent of the total timber volume harvested annually in the Appalachians.

The allowable annual cut on the national forests, that is, the volume of timber that can be harvested on a sustained yield basis, has nearly doubled in recent years. It will continue to rise as the lands become fully stocked and the timber continues to grow.

The timber operators, and communities within the Appalachians dependent on the national forests for timber are operating below capacity because the road program necessary to handle the allowable cut on these federal lands has not kept pace with the needs.

The reason road construction has not kept pace is because funds have not been appropriated.

Road construction is a necessary investment in the development of the national forests so they can carry their fair share of the economy of the region. In some areas timber harvest has approximated the allowable cut because easily accessible timber has been harvested with limited road funds. The Forest Service must now begin to move into the back country to harvest the available timber.

The furniture industry, a major customer for this quality hardwood timber, predicts an expansion of about 10 percent per year. Inflationary trends can be relieved if the volume of raw material made available for harvest keeps pace with the demand.

Without federally constructed roads this raw material is not available. Making available additional volumes of timber from national forests within the framework of sound forestry practices, through an accelerated road program, will make the timber accessible and economically operable.

These mainline national forests roads will carry not only the timber harvest but tourists, recreationists, campers and sight-seers. As explained yesterday by Mr. Cliff, because sufficient appropriated funds have not been available, some roads are built as part of the timber sale by timber operators. On these "prudent operator roads," \$0.25 for every dollar the timber purchaser spends on roads is lost to the county.

For every 1,000 board feet of timber not harvested due to lack of roads, two man-days of work are lost in the Appalachian region.

At this stage of development of the Appalachian National Forests timber resources, an accelerated road construction program would make a maximum contribution towards the local economic welfare of the region within the national forest zone of influence. More timber could be placed on the market immediately to allow permanent expansion of the wood industries and dependent communities. Long term, stable investments could be made; industries could take a more active role in community development and stability; tax income and timber sale returns to the counties within the national forests would increase. Adequate roads would permit more intensive management on these federal lands. A greater portion of the forests would be available for use by the people, such as hunters, fishermen, tourists and other recreation seekers. The multiple use concept of the forest toward which we are striving would more quickly become a reality.

There are six national forests in West Virginia, Kentucky, North Carolina, Virginia, and Tennessee, which have all or a major part of their area in the

Appalachian Hardwood region. They contain within their boundaries about 3,750,000 acres of commercial forest land. Under sound forest practices compatible with the many other uses on the national forest, timber is cut annually on some 18,000–22,000 acres on each forest. One mile of road will serve about 200–500 acres of timber.

Maximum economy mainline, multiple use roads in this rough mountain national forest terrain cost about \$30,000 per mile.

For the country as a whole, mainline national forest road construction is running about 33 percent below that necessary for the best management of the resource. In the Appalachian region, indications are that we are 55 percent below such need. This is a serious situation if the national forests are to carry their share of the economy of the region and roads are to serve the multiple purpose for which they are intended and we are to control what may be inflationary demands for increased volumes of timber.

While we recommend that not one cent be spent beyond actual needs for the most efficiency, the importance of the timber industry in the Appalachian Hardwood region and the role the national forests can play in it should be recognized.

The tables attached reflect the trends on several of the national forests in the region. Through ingenuity and the increase in mileage of purchaser-built roads, the Forest Service has done a reasonably good job. However, this cannot continue indefinitely. The regional economy cannot plan on a future timber supply on this basis.

To summarize:

1. The more timber made available for harvest within sound forest management guidelines, the less will be the inflationary trend in the wood industry.

2. Roads will open up the forests for intensive management and use of the timber growth. The quality timber standing in the forests ripe for harvest should be harvested.

3. The national forests represent an important portion of the Appalachian area and a substantial federal investment. Roads will allow a maximum return to those who have made the investment and maximum benefits for those who are dependent upon the forest resource.

To harvest the allowable cut on the National Forests of the Appalachian Hardwood region some \$5,000,000 in federal funds should be made available among the forests on the basis of their immediate needs. Appalachian appropriations have been below other areas on a relative economic needs basis. With the funds made available for the efficient economic development of the national forests in the area, private industry and the Forest Service can move forward into an ever improving economic future for the area. Private industry has done it on the private lands of the area to insure a future supply of quality timber.

The following tables indicate the timber and road situation on some of the national forests in the Appalachian Hardwood region.

National forests in North Carolina

	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967
Volume in millions of board feet			
Allowable annual cut:			
Sawtimber.....	32.0	32.5	32.5
Products.....	12.0	12.0	12.0
Total.....	44.0	44.5	44.5
Miles			
Roads needed to harvest allowable cut.....	80	80	80
Purchaser built.....	40	40	40
Forest Service built.....	40	40	40
Available road and trail funds to build.....	23	22	24
Deficit.....	17	18	16

NOTE.—About 400,000 board feet of timber can be harvested per mile of road. About 200–250 acres of timber can be harvested per mile of road.

Jefferson National Forest, southwestern Virginia

	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967
	Volume in millions of board feet		
Allowable annual cut:			
Sawtimber.....	16	16	16
Products.....	18	18	18
Total.....	34	34	34
	Miles		
Roads needed to harvest allowable cut.....	18	18	18
Purchaser built.....	2	2	2
Forest Service built.....	16	16	16
Available road and trail funds to build.....	6	6	6
Deficit.....	10	10	10

NOTE.—880,000 board feet of timber harvested per mile of road. 300 acres of timber harvested per mile of road.

George Washington National Forest, western Virginia

	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967
	Volume in millions of board feet		
Allowable annual cut:			
Sawtimber.....	20	20	20
Products.....	52	52	52
Total.....	72	72	72
	Miles		
Roads needed to harvest allowable cut.....	30	30	30
Purchaser built.....	5	10	10
Forest Service built.....	25	20	20
Available road and trail funds to build.....	7	8	12
Deficit.....	18	12	8

NOTE.—670,000 board feet of timber harvested per mile of road. 270 acres harvested per mile of road.

Cumberland National Forest, Ky.

	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967
	Volume in millions of board feet		
Allowable annual cut:			
Sawtimber.....	25	38	38
Products.....	13	22	22
Total.....	38	60	60
	Miles		
Roads needed to harvest allowable cut.....	50	50	50
Purchaser built.....	34	32	32
Forest Service built.....	16	18	18
Available road and trail funds to build.....	2.5	9	9
Deficit.....	13.5	9	9

NOTE.—500,000 board feet of timber harvested per mile of road. 300 acres of timber harvested per mile of road.

Monongahela National Forest, W. Va.

	Fiscal year 1965	Fiscal year 1966	Fiscal year 1967
	Volume in millions of board feet		
Allowable annual cut:			
Sawtimber.....	40	46	56
Products.....	16	25	25
Total.....	56	71	81
	Miles		
Roads needed to harvest allowable cut.....	88	88	88
Purchaser built.....	30	30	30
Forest Service built.....	58	58	58
Available road and trail funds to build.....	14.7	20	20
Deficit.....	43.3	38	38

NOTE.—650,000 board feet of timber can be harvested per mile of road. 200-250 acres of timber can be harvested per mile of road.

The following summary shows the picture for each of the major national forests in the region.

National forest	Acres of commercial forest land	Allowable annual cut sawtimber (millions of board feet)	Actual cut (millions of board feet)	Percent of total	Miles of road needed per year	Miles of road pres- ent funds can build to maximum economy standards
Monongahela.....	751,000	40	30.0	75	58	20
George Washington.....	736,000	20	12.3	61	20	12
Jefferson.....	446,000	16	8.5	51	16	6
Cumberland.....	438,000	38	21.1	55	125	9
Cherokee.....	570,000	37	27.0	76	10	7
North Carolina.....	900,000	32	30.0	94	40	22
Total.....		183	128.9	71	169	76

¹ Some funds used for purchaser built roads to relieve strain on county and carry additional timber beyond current sale.
² 45 percent of needs.

NOTE.—Road costs: \$30,000 per mile.

Mr. GRIST. I thank you.
I am Richard P. Grist from Bluefield, W. Va. I am employed by Georgia-Pacific Corp. as manager of our timberlands and logging in the Appalachians.
Georgia-Pacific operates in the Appalachian region as part of their integrated wood system, and today I am also here as a representative of the Appalachian Hardwood Manufacturers, Inc.
Georgia-Pacific has timber holdings and sawmills and wood operations employing some 700 people in the Appalachians. Our mills and the communities within the Appalachians rely primarily on our own supply of timber. However, we do have some mills within the region that draw timber from the national forests. We in the Appalachians are in a somewhat different position than the Western producers. The lands of the national forests in the Appalachians were acquired from private land owners shortly after having been cut over some 30 to 50 years ago. Consequently, these national forests have been grow-

ing timber while harvesting only a portion of the total growth each year.

We look forward to the fact that as this timber grows and matures, we find better stocked stands, and that the national forests will in the future have a better opportunity to carry their fair share of the economy in the Appalachians.

The Appalachian national forests are located in the five States of West Virginia, Kentucky, North Carolina, Virginia, and Tennessee. Because of the nature of these stands, the national forest annual allowable cut should be 14 percent of the total cut of hardwoods from the Appalachian regions. However, under the present situation, the national forests yield only 9.5 percent of the total Appalachian hardwoods that are cut annually from all forests.

In the tables at the rear of my statement, you find that on the total 33¼ million acres, the allowable cut for last year was 183 million feet. The actual cut from these forests in the Appalachians was only 129.8 million feet, which means that we are only cutting from the Appalachian national forests 71 percent of the total allowable cut.

The tables also indicate that 169 miles of roads are needed, and we have money available to build only 76 miles. That means that we are only building 45 percent of the roads in the Appalachian forests that are necessary.

Road construction is a necessary investment in the development of the national forests, if they are to carry their fair share of the economy in this Appalachian region. In some areas, timber harvest has approximated the allowable cut. However, what we have done is to cut timber in these forests from accessible areas, and now we have gotten ourselves into a position in these Appalachian forests, as we have elsewhere, where we have to go into the back country to get this timber.

I am fairly familiar with the Monongahela National Forest, and in 1965 they had an allowable cut of 56 million feet. In 1966 they are predicting about 71 million feet, and in 1967 they are estimating about 81 million feet. This allowable cut is predicated on the assumption that they are going to be able to build access roads into this timber. Without access roads, they will be unable to cut the allowable cut.

At this stage of development of the Appalachian national forest timber resources, the accelerated construction program would make a maximum contribution toward a local economic welfare of the region within the national forest zone influence.

If more timber is placed upon the market immediately, it will allow for permanent expansion of the wood industries, and the dependent communities.

Long-term, stable investments could be made. We feel this is necessary to assure industry of a supply of timber; to ask them to make the necessary capital investments.

For the country as a whole, as you have heard in this testimony, main-line national forest road construction is running about 33 percent below what is needed, according to the 10-year program as it has been given.

In the Appalachian region, we have a little more serious problem because we are running about 55 percent below what is needed. This is borne out by the information at the end of the statement.

Until this time, we have been able to approximate or come within a range of our allowable cut, but in the Appalachians we need access roads to get back into the remote country, where we have not been able to cut, if we are to continue to harvest allowable cut.

While we recommend that not 1 cent be spent beyond the actual needs for these roads, we feel that if the national forests within the Appalachians are going to carry their fair share of the economy, moneys will have to be spent for road development.

To summarize, I would say that the more timber made available for harvest within sound management guidelines, the less will be the inflationary trends in the wood industry. Roads will permit more intensive timber management.

The quality timber standing in the forest now, and there is quality timber in the Appalachians that is right for harvest, should be harvested now, so that it can contribute to the economy of the area.

The national forests represent an important part of the Appalachians, and a substantial Federal investment. Roads would allow a maximum return to those who have made the investments, such as our company and others, and maximum benefit for those who are dependent upon the forest resources, such as the people who live in our communities in Appalachia.

I thank you, sir.

The CHAIRMAN. Mr. Grist, are you familiar with the Monongahela National Forest?

Mr. GRIST. I am, sir.

The CHAIRMAN. That forest is entirely within the State of West Virginia and its headquarters are in Elkton, my home city. The George Washington National Forest is in West Virginia and Virginia.

Are there approximately 750,000 acres in the Monongahela National Forest?

Mr. GRIST. That is correct, sir.

The CHAIRMAN. The reason I am mentioning this forest is for the purpose of proceeding to develop a statement, and then a question.

As I recall, when we had the Appalachian Regional Development Act before us for hearings, the statement was made by Forest Service officials that they felt there was a need to accelerate the construction of roads. We have now had the act in effect for it a little over a year. You are in a position to say, I presume, whether you have noted any acceleration by the Forest Service in this road construction program in the Appalachian region.

Mr. GRIST. Senator, I would have to say in the areas that I am familiar with, I have not. That is in the area in and around Richwood, Cranberry, and the Williams River, from which our Richwood mill draws its resources.

The CHAIRMAN. I am also familiar with Swandale.

Mr. GRIST. Yes, sir; I am, too.

The CHAIRMAN. And we need an improved road, there, sir.

Mr. GRIST. Yes, sir.

The CHAIRMAN. I got stuck there just a few days ago. I was trying to get to Widen. Do you know where Widen is?

Mr. GRIST. Yes, sir.

The CHAIRMAN. I went by a wrong route, but I was glad that it gave me an opportunity to see the Georgia-Pacific operation in Swandale. It is a very difficult for a passenger car to go through that area. Later I came out 3 or 4 miles beyond on the hard surfaced road which leads toward Widen.

I remember the ravines in the road. That's what I called them. Not ruts, they were ravines. They run 8, 9, 10 inches at times. It was a difficult drive.

Mr. GRIST. These are areas that need to be developed.

The CHAIRMAN. That is true. That's true.

I felt this was an important question, this matter of acceleration of road construction in the national forests. For that reason, I wanted to mention it, Mr. Grist, while you were testifying.

I believe that there are 18 miles, as I checked this map, in West Virginia, that are members of your Appalachian Hardwoods Association.

Mr. GRIST. Yes, sir.

The CHAIRMAN. I checked that. Eighteen of them. How many members in the Appalachian Hardwood Association are here? I haven't counted them.

Mr. GRIST. There are about 27 members which represent about 57 mills.

The CHAIRMAN. Fifty-seven mills.

Mr. GRIST. That is correct.

The CHAIRMAN. Over 35 percent of them are in West Virginia.

Mr. GRIST. I would say so. Somewhere in that neighborhood. There are many mills operating in West Virginia that are not members of our association.

The CHAIRMAN. Oh, yes. At Pickens, in my home county, that company, Benson Lumber Co.—I believe it has another name, now. Mr. Benson is now in marketing or sales rather than in production there.

Mr. GRIST. That is J. M. Huber's mill there, now.

The CHAIRMAN. Yes. That is a considerable operation.

Mr. GRIST. Yes, sir.

Incidentally, Senator, we are going to build another mill in West Virginia this year. We are in the process of site selection in McDowell County.

The CHAIRMAN. Georgia-Pacific?

Mr. GRIST. Yes, sir.

The CHAIRMAN. Where are you building it, sir?

Mr. GRIST. Well, we have two sites picked. We have to choose between the two. It will be above Iaeger.

The CHAIRMAN. I know Iaeger, of course. Spelled differently than you pronounce it. Where was the other location?

Mr. GRIST. Well, it will be——

The CHAIRMAN. It will be near Iaeger?

Mr. GRIST. Yes, sir. The Tug River, splits at Iaeger, as you know, and it will be on one fork or the other of the Tug River.

The CHAIRMAN. Now Mr. Early.

STATEMENT OF WILLIAM EARLY—Resumed

Mr. EARLY. Mr. Chairman, we are glad to realize that you understand that these problems affect people, such as yourself, that get stuck on these roads from time to time.

Mr. Crane and I would now like to touch briefly on two related access problems.

Chief Cliff pointed out to your committee yesterday that the passage of Public Law 88-657 has been a milestone in improved relationships between the forest-products industry and the Forest Service.

We appreciate the large role that this committee played in the passage of that legislation, and take this opportunity to thank you for that participation once again. Since your committee and staff have commenced investigating these problems, they have begun to disappear.

There remain some problems in the administration at the forest level of the policies that have been worked out by joint efforts of industry and Forest Service, but I am confident that we can resolve these administrative problems.

The CHAIRMAN. You think, then, that our investigations into the matter has brought a better atmosphere, a better climate?

Mr. EARLY. Very definitely.

The CHAIRMAN. And this is wholesome.

Mr. EARLY. Particularly on the national level. There is some amount of indoctrination and passage of information on down to the local levels that still remains, but we think that your work has been very helpful.

The CHAIRMAN. Thank you, sir.

Mr. EARLY. There are at least two problems remaining that we feel require the committee's attention, and we would like you to look into them, just as you did into the problems relating to S. 1147 when your committee reported out S. 1147, you recognized the existence of one of these problems, and I quote from that report:

The committee stated:

It is vital to a sound democracy that Government maintain just and equitable relations with its citizens in all spheres of activity. The committee, therefore, acknowledges the principle of compensable interest in roads constructed at private expense on Government land when such roads are used for commercial purposes by the Government or other persons than the builder. The problem of assuring some compensable interest has not been solved by this legislation, and will therefore be kept under the continuing consideration of the committee.

And it is this problem that I would like to address myself to at this time.

Mr. Crane will then deal with the problems the private owner can have in gaining prompt access to his lands, when he needs to cross Forest Service lands.

Attached to my statement is an appendix setting forth languages which we feel would equitably solve both of these two problems we are now dealing with.

This language has been modified since it was first considered by your committee in connection with S. 1147. These modifications were made to correct some of the problems that the Forest Service had foreseen in relation to the amendments.

To explain what we are talking about by compensable interest, I would like to define it. This is a problem that results from the fact that under certain circumstances, the Forest Service does not feel it has statutory authority to compensate the private landowner for roads built at the sole expense of that private landowner, on national forest lands, when the Forest Service elects to make substantial use of such roads.

I would like to illustrate for a moment this problem, as it pertains to a specific case that has arisen in the State of Washington.

This is a map of Weyerhaeuser's Snoqualmie Tree Farm, which is located largely within the Snoqualmie National Forest in the State of Washington. This map illustrates two things. First of all, it illustrates the checkerboard pattern of ownership that you have now become familiar with in the western lands.

In addition, the lower portion, which includes this large grey area, which is city of Seattle ownership, is what is called the Cedar River watershed. This is the primary source of water for the city of Seattle.

Within this watershed are lands and timber owned by Scott Paper Co., Weyerhaeuser Co., and the Forest Service, as well as the city of Seattle.

A cooperative road agreement was reached between the city of Seattle, Weyerhaeuser, Scott, and Mountain Tree Farm, and the Forest Service. This agreement covered an existing road system equaling 98.4 miles of roads that were constructed entirely at private expense, on lands of all of the parties in this watershed.

Of this system of existing roads, 79.2 miles were constructed on private and city of Seattle lands, and the parties to this agreement were able to agree that the value of this portion of the road system was \$1,200,000.

Now, the additional 19.2 miles of this existing system were constructed on Forest Service lands, and the reasonable replacement value of that 19.2 miles on Forest Service lands was \$292,500. The parties agreed to share the costs of the portion of the system on private and city of Seattle lands, on the basis of the timber ownership in this entire watershed.

Despite this fact, the Forest Service felt that it was not authorized to share costs on the same basis on the portion of the existing system that was built on Forest Service lands. This was the 19.2 miles.

As a result of this statutory inability to compensate the private owners that had made this investment, the Forest Service obtained rights on 19.2 miles valued at nearly \$300,000, without any compensation to the parties that had constructed these roads.

In some cases—in most cases, I might say—the Forest Service is able to compensate a private owner when he has constructed a road on Forest Service lands. When a commitment made in advance of construction, compensation can be made. This advance commitment may be in the form of a cooperative road construction and use agreement, or a special-use permit containing an optional clause.

In the past, as illustrated by this situation, a substantial amount of private road construction was undertaken without such prior commitment. Until recent years, this commitment was not thought to be important, but because of several administrative decisions, it now

appears that legislation is required, in order for the Forest Service to be able to compensate private owners for this construction.

This problem is not as serious for the future, if the present Forest Service policy is continued. However, because protective language is still not used in all special-use permits, the problem still can arise. There are three important administrative decisions that increase the importance of this compensable-interest issue, and each of these three important decisions was contrary to prior Forest Service policy or practices.

We are not here challenging those decisions today. We are merely trying to point out that the inability of the Forest Service to compensate private owners in situations such as this results in gross inequity.

Where compensation is not available, the Forest Service has in effect reserved a right of free use. At the same time, this right is not available to a private owner granting access to the Forest Service.

This injustice has informally been recognized by Forest Service officials on many occasions. The feeling seems to be that compensation would gladly be made if authority to do so were available, and what we are here today asking you to do, is make the authority available by your consideration and passage of the proposal that we have attached.

This concludes my statement and I thank you very much for the opportunity and privilege of being here.

The CHAIRMAN. Thank you very much, sir.

Mr. Crane?

**STATEMENT OF RAY CRANE, PRESIDENT, CRANE MILLS,
CORNING, CALIF.**

Mr. CRANE. Mr. Chairman, I am Ray Crane from Corning in the Sacramento Valley of northern California. You don't normally think of California as being a timber-producing State but actually, it does have 9,347,000 acres of commercial timberland, and the State is also the greatest market for lumber products in the Nation, as well as being the second largest producer of lumber in the United States, second only to Oregon, and as Mr. Grist put it yesterday, that is even ahead of West Virginia.

I am a stranger to you, of course, and to the committee, but I have met Mr. Royce. I had the opportunity to discuss forest access road standards with him on one of his western trips. We had an opportunity to fly over our company's tree farms together, and incidentally, I would certainly encourage more of that kind of trip. I think it was quite educational for both Mr. Royce and for us.

I am president and general manager of Crane Mills, a relatively small operation in the Sacramento Valley which operates a tree farm and runs a sawmill. We employ about 150 people. We obtain the bulk of our logs for the operation of our plant from our private tree farm, but we also supplement these with logs from Federal timber sales.

And in development of our road system through the years, we have had to build 20 to 30 miles of logging road a year across intermingled private and Government-owned lands.

Our company belongs to the Western Woods Products Association, and I am here representing them as a member of their truck transportation committee.

Certainly, timber access roads are a problem. Our company has extensive dealings with some of these road problems. That is why I was asked to come. We are in the process of putting together a cost-share agreement with the Forest Service. Mr. Cliff told you yesterday that there are 208 agreements in effect, or being negotiated, and we are one of the 59 that he said are now under negotiation.

I took the helm of our company in 1958 and we are one of the companies that got caught in the crossfire of the Attorney General's opinion on Ingress-Egress Act of 1897. Because this opinion took away from us the status of a settler, when we asked the Forest Service if we could extend a section of our road into an untapped area across intermingled private and federally owned lands, they said yes, we could, but in return, they would expect to get control of our 400-plus-mile road system, which was across mostly private lands, and which we had built and financed with our own money.

Naturally, we were not too happy about this prospect, but fortunately, time was with us. We had other areas in which we could operate while we negotiated this cost-share road.

To make a long story short, we have made a good deal of progress. The biggest thing that aided us was Public Law 88-657, which your committee had a hand in. This was a great help to us.

Another great help to us was the willingness of the Forest Service to sit down and discuss mutual road problems with industry people. There has been an excellent attitude on the part of Washington Office Forest Service people to do just this, and many of our problems have been worked out.

So now after 3 years, we are about ready to conclude a cost-share agreement that has had most of the early objections removed. But our experience in these road matters tells us this: we feel very strongly that your committee needs to consider legislation that will provide prompt access when needed by forest land owners.

I think many operators have been trapped and may be trapped in the future, if this prompt access is not guaranteed.

Secondly, we also think that the Forest Service should be authorized or instructed to recognize the responsibility of assuming a share of the cost of operator-built roads, built across Government lands or intermingled lands that will be used by haulers of national forest products, or by the recreating public.

Timber owners urgently need your help on these two difficult access problems.

In addition to this, I would like to back what has already been said, and urge this committee to authorize \$170 million in road moneys to finance construction of forest access roads. This would be a great help to all of us. A lot of timber is currently being bypassed because it is inaccessible and untapped by a road system, for a variety of reasons, such as low volume of timber in the area which alone will not justify building the road. Some timber areas are stocked with low-value species which can't support road construction costs.

Authorizing this \$170 million in road moneys for construction of forest access roads would be a big help in opening up these areas, and in allowing the Forest Service and other custodians of Federal timber to make timber sales for those companies of all sizes which are dependent or at least partially dependent on Government timber.

Mr. Chairman, that concludes my statement. It certainly has been a privilege to appear before you. Communication between the Federal Government, the major forest landowners in our country, and private landowners and operators who operate on Government-owned timber is very important.

We certainly appreciate your committee's role as the group setting ground rules for solving some of these problems, and we appreciate very much your willingness to sit and listen to our problems and consider our views.

Thank you.

The CHAIRMAN. Thank you, Mr. Crane. Your complete prepared statement will be inserted in the record at this point.

(The statement is as follows:)

STATEMENT OF RAY CRANE, CORNING, CALIF.

Mr. Chairman and Members of the Subcommittee, I am Ray Crane, from Corning, in Northern California. I am a stranger to all of you except your able Committee Staff member, Mr. Richard Royce. I visited with Mr. Royce on the subject of Forest Service road standards several years ago on one of his Western trips. We flew over our tree farm in the Coast Range of mountains at that time and observed timber access roads.

I am president and general manager of Crane Mills, a relatively small company engaged in logging and lumber manufacture in the Coast Range of mountains of Northern California. Most of our logs come from our own tree farm, however, we do supplement them with logs purchased from the Forest Service in the Mendocino National Forest.

Our company belongs to the Western Wood Products Association, and I am here representing the Association's Truck Transportation Committee. Our company builds between 20 and 30 miles of access roads across intermingled private and government lands each year to harvest the logs we need to operate our plant and keep our 150 employees busy. We have been building logging roads since 1931. Timber access road problems with the custodians of federal timberlands are not a problem of big companies alone. In the forest products field businesses of all sizes have some very mutual problems with access roads.

At this point I would like to compliment this Committee on the part played in passing Public Law 88-657. This authority for the Forest Service to grant permanent easements was a real milestone. I have only been at the helm of our company since 1958 but I can tell you that road problems for owners of timberlands have diminished in the last two years, due in part to the passage of this law. The benefits weren't immediate, however, and it has taken a good deal of work and cooperation on the part of both government and industry to bring us to the point we find ourselves in today.

After the Attorney General's opinion on the Ingress-Egress Act of 1897, which took away from our company the status of a "settler", we were told that to build a road into the one part of our tree farm that was undeveloped by roads, we would have to give the Forest Service control of our 400-plus mile private road system. This was because part of the new road would have to cross government lands under jurisdiction of the Forest Service.

Fortunately, we were not completely under the gun in building this particular road in that we did have other areas we could harvest in while negotiating arrangements for the new access road. Had it not been for this, we would have been forced to give up control or even a voice in operation of a 400-plus mile road network which we built from scratch and financed in an undeveloped area—even though the majority of the miles were on our own land. The passage of

time has aided us. P.L. 88-657 helped tremendously and so did the Forest Service's willingness to meet with industry people and hammer out mutual problems.

Right now, after over three years of negotiating with local Forest Service officials, our company is about to conclude a cost share agreement for this needed road that has had *most* of the early objections removed. This experience points out very clearly to me, however, that this Committee needs to consider additional legislation which will provide for prompt access when needed by forest land owners. Timber owners still need your help on these difficult access problems.

In conclusion, gentlemen, I would like to touch on one additional point—the need for additional appropriations for federal construction of national forest access roads. Many areas of timberland in the West are being by-passed in the sales program of federally owned timber because the areas are roadless and either the timber stand is too sparse, the stand consists of low value species, or the road costs are too high because of rugged terrain or other factors to justify building the roads in conjunction with a timber sale. Access into these many areas is needed to allow the harvest of the full annual allowable cut of federal timber—a volume that is needed to sustain many existing operations and their dependent communities.

Furthermore, forest access roads specifications have become so tough in recent years that some of our smaller operators have great difficulty financing and/or building timber access roads. In our company's operating area, access roads into government timber sale areas can cost up to three or four times the price a private operator would pay to build an identical road across and into his own timberland. In the cost-share road we hope to be building soon with the Forest Service, for example, recreation and other considerations important to the public interest, which are not related to timber, have pushed the agreed upon estimate cost of the road to some \$32,000 a mile. On our own property it is unusual for us to spend over \$10,000 a mile for a "prudent operator" road across similar country. We are pleased to see that growing recognition is being given to paying these public use costs of road construction from appropriated funds.

For these reasons and numerous others that have been related to you already, we urge your Committee to authorize \$170 million in road monies to finance construction of forest access roads.

Gentlemen, it has been a privilege to appear before you this morning. I appreciate this opportunity to describe some of our experiences and thoughts on access road matters. The federal government, the major owner of timberlands in the West, and private timberland owners and forest products industries, totally or partially dependent upon federal timber do have mutual road problems. Communication between these parties is all important. Your Committee's role as the group setting ground rules for solving some of these problems is of great value and we certainly appreciate your listening to and considering our views.

The CHAIRMAN. The subcommittee, the committee itself, will continue and renew its study of these problems in the new fields that you have indicated all of you are interested in by testimony here today.

We perhaps will find the appropriate legislation to work on to carry out at least a very careful consideration of the amendments, the legislation, that you believe to be advisable.

Off the record.

(Discussion off the record.)

The CHAIRMAN. On the record.

Mr. Grist, what is the working force, both in the forests and in the offices, the total force in the lumbering industry in West Virginia at the present time?

I know this is an approximation. I don't mean to pin you down to the exact number, but I am thinking that our mills operating in West Virginia give very large employment. People are not really apprised of the magnitude of the operations. I am not thinking of just the

mills, the 18 which belong to the Appalachian Hardwoods Association, which you are formally representing today, but an approximation of other mills, joined with those members who are operating in West Virginia.

Mr. GRIST. Senator, I would just have to guess at this point. Based on what experience I have on mills, I would say we are talking about 3,000 to 5,000 people.

The CHAIRMAN. 3,000 and 5,000?

Mr. GRIST. Somewhere around there.

The CHAIRMAN. Well, I think that is considerable, even the approximation. You have given yourself a considerable spread, which is understandable, but those figures can be more accurately placed in the record, but I did want to bring this out.

(Subsequently the following information was submitted:)

In 1963, the latest year for which full data are available, the forest products industry in West Virginia employed approximately 10,500 people in the woods and in mills. Employee wages amounted to \$30.1 million. These people were engaged in the production and harvesting of timber for sawmills, veneer mills and other wood product plants in the state and in the production of pulpwood for mills in adjacent states.

The CHAIRMAN. I think that not only in West Virginia and the Appalachian region, but in all the regions of the country where forest products are produced and harvested that we need to do a better job than we have been doing.

We have been a little haphazard, and hit and miss. I think we need to coordinate our efforts, and cooperate, and as Mr. Crane said, with the Federal Government, and by and large, he thinks that at least in certain areas that he has explored that cooperation is being felt now. I believe that there need be no misunderstanding as we improve the communication between private industry and our Government, through the U.S. Forest Service and other agencies. I hope that what we do here, your testimony, and what we adduce from it, will be conducive to a better program, because the forests are the treasures of our country.

We know this to be true, but we know that they are treasures that in selective cutting is the process by which we move forward, that in other words, the stands replenish themselves in a considerable degree.

I know how fast a tree grows in Randolph County. Very frankly, we used to think it takes 100 years to grow a tree. It doesn't take that long. We have a rainfall there in that section, just say in the Pickens area, and we would probably bring back a tree ready to cut in what, 50 years?

Mr. GRIST. Yes, sir.

The CHAIRMAN. So you cut a tree, and a tree grows, and the hills are covered with the wooded areas, so important, and yet the industry is able to operate profitably, and this is the best system, as I would see it, we can have conservation and still have development take place.

Thank you, Mr. Early, and Mr. Grist, and Mr. Crane, and Mr. Lynch.

Mr. EARLY. Thank you.

Mr. GRIST. Thank you.

The CHAIRMAN. A number of letters and telegrams have been received, together with some resolutions. I shall lay them in the record at this point. Also any other communications that may come in will appear.

(The exhibits are as follows:)

WESTERN LUMBER MANUFACTURER, INC.,
San Francisco, Calif., May 16, 1966.

File No. 2.6722.

HON. JENNINGS RANDOLPH,
Senate Subcommittee on Public Roads,
Senate Office Building, Washington, D.C.

DEAR SENATOR RANDOLPH: During a recent visit with Dick Royce in Washington, D. C., he expressed an interest in the effect of road engineering problems on the timber-sale program on the national forests. I promised to send some illustrations which may help your committee to arrive at a proper authorization for forest development roads and trails for 1968 and 1969.

Road engineering is an important factor in the timber-sale program, since timber purchasers build most of the permanent road mileage in the national forests. In some recent instances, the Forest Service has required timber purchasers to do the engineering because the agency could not handle the work in time to get the timber on the market. Two examples of this are the Bald Butte unit and the Deacon Lee unit on the Klamath National Forest. The Bald Butte was sold in January of this year and includes more than \$150,000 in permanent roads.

The Deacon Lee unit, now under advertisement, has road costs estimated at about \$180,000 (without profit). The high development costs mean that the timber (if sold at the advertised rates) has a subnormal profit opportunity of \$81,000, according to the Forest Service. A part of the high costs and shortage of profit opportunity is nearly \$20,000 in engineering costs to be borne by the timber purchaser.

Enclosed is a copy of a release from the Mendocino National Forest. It shows that the Blands Cove unit will not be sold in this fiscal year because of "insufficient engineering." I understand that the delay for the Shepherd Ridge unit, shown as a right-of-way problem, is caused again by insufficient engineering.

As we requested in our April 5, 1966 letter to you, we again urge that S. 3104 be amended to authorize the funds needed for the planned road development of the national forests. We understand that these needs are for \$170 million per year. Thank you for your consideration of this request.

Sincerely,

GEORGE A. CRAIG,
Secretary-Manager.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
MENDOCINO NATIONAL FOREST,
Willows, Calif., April 8, 1966.

GENTLEMEN: The following is the revised sell program for the Mendocino National Forest for the remainder of the present fiscal year.

Jan. 1-June 30, 1966—Firm program

Sale name	District	Working circle	Estimated volume—MM	Remarks
1. Montague.....	Covelo.....	Eel River.....	0.5	Advertised
2. Ponderosa Way.....	Willows.....	Alder Springs.....	6.7	Do.
3. Skidmore.....	Corning.....	Thomes Creek.....	.2	Do.
4. Bowery Flat.....	Stonyford.....	Stony Creek.....	24.0	
5. Hardin Ridge.....	Willows.....	Alder Springs.....	1.1	

The following sales were previously announced for fiscal year 1966 but will not be offered for the reasons given.

Sale name	District	Estimated volume MM	Reason for delay
Shepherd Ridge.....	Willows.....	16	Will not be offered because of right-of-way problems. Do.
Thomes Creek.....	Corning.....	25	
Blands Cove.....	Covelo.....	34	Will not be offered because of insufficient engineering.

The following listed sales are tentatively planned for offering during the first 6 months of fiscal year 1967.

July 1-Dec. 31, 1966—Tentative program

Sale name	District	Working circle	Estimated volume	Remarks
1. Blands Cove.....	Covelo.....	Eel River.....	34	
2. Bernmore.....	Upper Lake.....	Clear Lake-Sanhedrin.....	10	
3. Miscellaneous small sales.....			3	

ELKO, NEV., May 11, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Subcommittee on Public Roads,
Senate Office Building,
Washington, D.C.:

Concerned with lag in financing, maintenance, construction, forest development roads, trails, Humboldt National Forest. Urge committee give every consideration providing additional monies speed up development access our national forest. Past financing levels not kept pace with accelerating public demands national forest access.

OREN PROBERT,
President, Elko Chamber of Commerce.

RESOLUTION OF THE BOARD OF SUPERVISORS, COUNTY OF LOS ANGELES

On motion of Supervisor Dorn, unanimously carried, and in accordance with the joint recommendation of the Forester and Fire Warden and the Acting Road Commissioner, it is ordered that the following resolution be and it is hereby adopted:

Whereas, the people of Los Angeles County use and enjoy the natural resources of the National Forests; and

Whereas, the Angeles National Forest lies within the boundaries of Los Angeles County; and

Whereas, the major Forest Service highways in the Angeles National Forest are coincident with certain Master Plan Highway routes of Los Angeles County; and

Whereas, the Board of Supervisors of Los Angeles County recognizes the critical need to accelerate the road program to provide improved fire protection and access facilities; and

Whereas, The National Association of County Officials has recognized the National Forest road deficiency and has lent its support to a National Forest Development Road Program requiring an expenditure of \$160,000,000 per year for the next two years:

Now, therefore, be it resolved that the Board of Supervisors of the County of Los Angeles hereby supports this road program and urges the Congress of the United States to appropriate \$160,000,000 per year for fiscal years 1966-67 and 1967-68 to accelerate the above road construction program; and

Be it further resolved that a copy of this resolution be sent to each member of the Roads Subcommittee of the House of Representatives, Public Works Committee, and to each member of the Public Roads Subcommittee of the Senate Committee on Public Works, United States Congress.

RESOLUTION OF THE NORTHERN CALIFORNIA COUNTY SUPERVISORS ASSOCIATION

Whereas, there was adopted by the Federal Government a ten year development program for National Forest Roads and Trails of great importance to the Counties of Northern California; and,

Whereas, the funding of this program started in 1963 and has been financed to the extent of only 22% in the ensuing four years; and,

Whereas, the full funding of this program is essential to the full development of the timber sale program on National Forests of Northern California and as a result vital to the industries as well as County receipts; and,

Whereas, this transportation system is essential to the full development and utilization of the other natural resources of the national forest; and,

Whereas, this system is also vital to the protection and administration of these national forests.

Be it hereby resolved that the Northern California County Supervisors Association make known their concern to the Congress of the United States and ask their assistance in funding this program to the extent necessary to complete the proposed program within the ten year period ending in 1973 and that no less than 180 million dollars be made available for road and trail construction and maintenance on the National Forests for Fiscal Year 1967 to accomplish this objective; and,

Be it further resolved that notice of this action be sent to the members of Congress of the State of California; the California congressional Delegation; and to the County Supervisors Association of California.

A RESOLUTION OF THE BOARD OF SUPERVISORS, COUNTY OF SHASTA

Whereas, there was adopted by the Federal Government a ten-year development program for National Forest Service Roads and Trails of great importance to the Counties of Northern California; and,

Whereas, the funding of this program started in 1963 and has been financed to the extent of only 22 per cent in the ensuing four years; and,

Whereas, the full funding of this program is essential to the full development of the timber sale program on National Forests of Northern California and as a result, vital to the industries as well as county receipts; and,

Whereas, the transportation system is essential to the full development and utilization of the other natural resources of the National Forests; and,

Whereas, this system is also vital to the protection and administration of these National Forests,

Be it hereby resolved that the Board of Supervisors, County of Shasta, make known their concern to the Senate of the United States and ask their assistance in funding this program to the extent necessary to complete the proposed program within the ten-year period ending in 1973, and that no less than 180 million dollars be made available for road and trail construction and maintenance on the National Forests for the fiscal year 1967 to accomplish this objective; and

Be it further resolved that notice of this action be sent to Senator Jennings Randolph, Chairman of the Senate Subcommittee on Public Works, and Senators Thomas H. Kuchel and George Murphy of California.

RESOLUTION OF THE BOARD OF SUPERVISORS OF SAN BERNARDINO COUNTY, CALIF.

At this time the Board notes receipt of a resolution adopted by the Watershed Fire Council of Southern California in support of National Forest Development Road Program, along with a request that a similar resolution be adopted by this Board. Whereupon, after discussion of this matter, the Board, on motion

of Supervisor Young, duly seconded by Supervisor Smith, and carried unanimously, adopts the following resolution:

Whereas, the natural resources of the National Forest are used and enjoyed by not only the people of southern California but throngs of tourists to the area; and

Whereas, the Board of Supervisors of San Bernardino County recognizes the critical need for improved access facilities to help protect the resources of the National Forest and to make them available to the using public; and

Whereas, appropriations to finance the road construction part of the 10-year Program for Development of the National Forests have not been forthcoming in sums approaching the needs; and

Whereas, the Watershed Fire Council of Southern California has gone on record before the Congress of the United States in support of the 10-year program for Development of the National Forest, which program includes access facilities; and

Whereas, the National Association of County Officials has indicated its support to a National Forest Development Road Program necessitating \$160,000,000 each year for the next two years;

Now, therefore, be it resolved by the Board of Supervisors of San Bernardino County, State of California, that it hereby joins with the Watershed Fire Council of Southern California and the National Association of County Officials in support of this program and urges the Congress of the United States to authorize the expenditure of the \$160,000,000 per year to expedite this essential program; and

Be it further resolved that this resolution be spread in the minutes of this Board and a copy thereof sent to each member of the Roads Subcommittee of the House of Representatives Public Works Committee; and Public Roads Subcommittee of the Senate Committee on Public Works, United States Congress; Senator Thomas H. Kuchel; Senator George Murphy, and Congressman Kenneth W. Dyal.

REDDING, CALIF., May 31, 1966.

HON. JENNINGS RANDOLPH,
Chairman, Senate Public Roads Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR RANDOLPH: I understand your Committee has held hearings on S. 3155 this past week. I know that private timber owners and representatives of the forest products industry presented statements at the hearings asking the Committee seriously to consider significant increases in the authorizations for forest roads in fiscal years 1968 and 1969. As an owner of timberland and a shareholder in several forest products enterprises, I would endorse this request and urge its adoption. Only through capital investment in necessary improvements such as roads can the national forests be developed adequately to serve the needs of our country for wood and wood fiber.

I would also take this opportunity to invite the Committee's attention to a related matter which was left unresolved at the time your Committee was considering the bill which later became P.L. 88-657, 16 USC, Sections 532-538. In its report on S. 1147 (Report No. 1174, 88th Congress, Second Session), the Committee said:

"It is vital to a sound democracy that the Government maintain just and equitable relations with its citizens in all spheres of activity. The committee therefore acknowledges the principle of compensable interest in roads constructed at private expense on Government land when such roads are used for commercial purposes by the Government or other persons than the builder. The problem of assuring such compensable interest has not been solved by this legislation, and will therefore be kept under the continuing consideration of the committee."

There is still a need for assuring compensation to persons who at their own expense have constructed improvements on the national forests which improvements are subsequently used to a substantial degree for national forest purposes.

My own case is an example. Over the years I and my partners have built roads over our land and, at the same time, over the intermingled national forest land which necessarily had to be crossed. We crossed national forest land pursuant to permits from the Forest Service, but the government contributed nothing to the costs of constructing the roads. The government is now

in the process of acquiring rights to use the portions of the road system which lie on our lands but is refusing any compensation for the segments of the roads lying on national forest lands, even though the roads were built entirely at private expense. We estimate that government owned timber worth more than \$30 million dollars at today's timber values will move to market over this road system. Yet the government will, according to its present position, have borne practically no share of the development costs for the system. We feel very strongly that this inequity, of which our situation is only an example, should be corrected either by administrative action or, if that cannot or will not be done, by legislation.

We therefore ask you and your Committee to continue your often demonstrated interest and concern in the matters connected with forest roads and with development of the national forests by encouraging the executive branch to develop adequate solutions to this problem of compensable interest, either in the form of administrative action or by proposed legislation. With your help, I am sure that an equitable and permanent solution can be achieved.

If it can be done, I would much appreciate having this letter made part of the record in S. 3155.

Very truly yours,

R. G. WATT.

The CHAIRMAN. May 26, at 10 a.m., we will resume our hearings. We will recess until that time.

(Whereupon, at 12:50 p.m., the hearing was recessed to reconvene at 10 a.m., Thursday, May 26, 1966.)

FEDERAL-AID HIGHWAY ACT OF 1966

THURSDAY, MAY 26, 1966

U.S. SENATE,
SUBCOMMITTEE ON ROADS OF THE
COMMITTEE ON PUBLIC WORKS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 4200, New Senate Office Building, Senator Ernest Gruening presiding.

Also present: Richard B. Royce, professional staff member.

Senator GRUENING. The committee will please come to order.

At this time I would like to read into the record a telegram from Gov. William A. Egan of Alaska. It was directed to Chairman Randolph and strongly supports my proposed amendments.

JUNEAU, ALASKA, *May 26, 1966.*

HON. JENNINGS RANDOLPH,
*Chairman, Committee on Public Works,
U.S. Senate, Washington, D.C.:*

State of Alaska strongly supports amendments to S. 3155 as offered by Senator Gruening. Enactment S. 3155 with the suggested amendments would somewhat compensate for fact Alaska only State in Union not receiving Federal Interstate Highway construction funds. Prior to statehood Alaska fell far behind other areas United States in vital surface transportation development. State itself is making maximum expenditure to catch up with tremendous need for intrastate water transportation facilities and airport and highway expansion. Need for additional access and development roads particularly acute because of large land areas involved in steadily developing economy. Favorable consideration by your committee and the U.S. Congress of Senator Gruening's proposed amendments to S. 3155 would aid immensely in providing Alaska the means over the next decade to make available for settlement and development productive land areas presently virtually inaccessible. Present organization State of Alaska Highway Department fully capable of annually programing at least \$10 million of additional highway construction in orderly manner. I know that Alaska congressional delegation and representatives State of Alaska Highway Department appearing before your committee will present more detailed information. As Governor of Alaska I urgently submit that our National Government will benefit many times over if the proposed Alaska amendments to S. 3155 are approved by your committee and the Congress. Kindest regards.

WILLIAM A. EGAN, *Governor.*

Senator GRUENING. And now I will call on a distinguished member of this committee.

Senator Montoya, would you be kind enough to give your statement?

STATEMENT OF HON. JOSEPH M. MONTOKA, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

Senator MONTOKA. Senator Gruening, I want to thank you for this privilege.

One of the primary reasons that Congress authorized construction of the Interstate System 10 years ago was our concern over the terrible toll in deaths and injuries exacted by conventional highways.

The experience of several States which had built freeway and expressway systems showed that this toll could be greatly reduced through construction of divided highways with controlled access, grade separations, and good visibility.

Congress accepted this evidence, and in authorizing the Interstate System, provided strict safety standards.

It was not until recently that we became aware of the fact that there is a serious flaw in these standards. The States quite naturally concentrated at first on the routes which carried the most traffic, and where the need for modernization was therefore most acute.

But as construction of the system progressed and plans were developed for the Interstate in more lightly traveled areas, we found that the Federal standards permitted the initial construction of portions of the system as two-lane highways.

In addition to one 59-mile section of Interstate 25 in my own State of New Mexico, I am advised that such highways have been proposed or built in the States of Idaho, Louisiana, Maine, Michigan, Montana, New Hampshire, New York, North Dakota, Oregon, South Dakota, Texas, Utah, Vermont, Washington, and Wyoming, a total of 1,430 miles in all.

A table is attached, and I ask that it be included after my statement, Mr. Chairman.

Senator GRUENING. It will be included.

Senator MONTONA. It is true, Mr. Chairman, that these roads have controlled access, grade separations, and improved sight-distance.

But they are still two-lane highways, with all the possibilities for dangerous passing, headlight blinding and head-on collisions that such a road implies.

In the case of the Interstate, there is the added hazard caused by the sudden change from a divided four-lane roadway to a two-lane roadway.

Mr. A. E. Johnson, the executive secretary of the American Association of State Highway Officials, commented on this point in his letter to you of May 12, Mr. Chairman. With your permission, I should like to quote a portion of that letter:

We (the AASHO) and outstanding traffic experts believe that a section of two-lane Interstate highway could be expected to have about the same fatality rate as the conventional two-lane highway, because of the false security that might be built up in the driver after he had been traveling divided highways and then channeled on a two-lane, two-way traffic section. We feel that there would be an instinctive urge to attempt to pass on these two-lane sections where danger would be involved, because the driver had become accustomed to passing with considerable freedom on divided roadway sections, and the added safety of control of access would be cancelled by the additional danger from getting trapped in the passing maneuver.

Logic and commonsense tell us that these observations are valid. Even the best drivers are guilty of lapses in attention when they are tired or, perhaps, distracted by the scenery, and if such a lapse should occur while they are traveling on a two-lane "freeway," the results could be fatal.

With a divided highway which keeps the traffic in one direction separated from traffic in the other direction, there is a margin for error which does not exist where cars are separated by nothing but a stripe of paint in the road.

Nationwide, the fatality rate for a full freeway varies between 2.5 and 2.6 per 100 million vehicle miles. For two-lane highways in comparable traffic areas, the rate is 9.5 to 9.6, or nearly 4 times as great.

In New Mexico, our fatality rate on a prefreeway two-lane highway was 16.6 per 100 million vehicle miles. Improved to a four-lane freeway, the rate dropped to 6.2.

With this background, Mr. Chairman, it seems to be absurd that we are continuing to spend millions of dollars to build Interstate highways that are substandard on the critical question of safety.

At the present time, about 1,200 to 1,400 miles of the 41,000-mile Interstate System are projected for two-lane construction. Of this total, 59 miles are in New Mexico, between Truth or Consequences and San Antonio, N. Mex.

It is true, of course, that to build this mileage to adequate safety standards would cost more money. But it costs money to provide adequate lighting, grade separations, right-of-way fencing and all the other features that are included to make these highways as safe as they can possibly be.

What we are after is safety, and if cost considerations are to dominate the discussion, then it would make more sense to reduce the number of grade separations or to narrow the traffic lanes than to build an Interstate highway with only two lanes.

The American Association of State Highway Officials and the Western Association of State Highway Officials are in full agreement with me on this question, as is Mr. Rex Whitton, the Federal Highway Commissioner, and his testimony before this committee previously confirms this.

Now, since 1963, the AASHO has been on record in favor of initial four-lane construction of all portions of the Interstate. Mr. Whitton, when he appeared before this subcommittee last week, testified that, and I quote, " * * * We ought to have divided lane pavement on every mile of the Interstate System, for safety reasons, alone."

I am therefore submitting such an amendment to S. 3155, directing the Bureau of Public Roads to modify its present requirements to " * * * in all cases, provide for at least four lanes of traffic."

Mr. Chairman, in the interest of highway safety, I urge favorable committee action on this amendment.

Thank you, Senator.

(The tabulation appended to Senator Montoya's statement is as follows:)

States with proposed two-lane interstate highway construction, with current status

State	Miles	Work in progress (engineering, right-of-way, and/or construction)	Open to traffic	Cost to add 2 more lanes (thousands)
Idaho.....	117.0	60.7	49.4	\$10,909
Louisiana.....	10.2			14,465
Maine.....	107.3	79.1	15.9	30,871
Michigan.....	.5		.5	
Montana.....	563.9	232.4	232.1	97,606
New Hampshire.....	18.3		16.7	8,156
New Mexico.....	59.0	38.7	16.8	12,572
New York.....	1.5		1.5	1,746
North Dakota.....	53.4		30.7	9,689
Oregon.....	4.9		4.9	3,530
South Dakota.....	38.6	17.3	17.2	7,837
Texas.....	250.2	42.7	24.8	32,894
Utah.....	150.9	75.6	1.3	26,425
Vermont.....	22.2	17.5	4.7	6,492
Washington.....	20.2			2,330
Wyoming.....	12.0			1,642
Total ¹	1,430.1	564.0	416.5	² 267,264

¹ The American Association of State Highway Officials estimates that the total 2-lane mileage is now about 1,200 miles, because of small sections which have qualified for 4-lane construction since the 1965 estimate. However, there is no State-by-State estimate for this total, and the Bureau of Public Roads official total is the one shown here.

² The AASHO estimates this cost has now increased to \$300 million.

The CHAIRMAN (Senator Randolph, presiding). Senator Montoya, we are very gratified. You have pinpointed the problem which has been a matter of discussion not for months, but for years, and in a general way I think there is approval of the request that you make.

The matter of financing is, as you well recognize, a problem and I am sure the Bureau of Public Roads has given very careful study to the efforts that you and others have been making.

You bring this directly to pending legislation, thinking of it in terms of an amendment, which certainly is proper at this time.

Would you, Mr. Boyd, or you, Mr. Whitton, wish to make comment on Senator Montoya's discussion of this problem of laning.

STATEMENT OF HON. ALAN BOYD, UNDER SECRETARY FOR TRANSPORTATION, U.S. DEPARTMENT OF COMMERCE; ACCOMPANIED BY HON. REX M. WHITTON, FEDERAL HIGHWAY ADMINISTRATOR, BUREAU OF PUBLIC ROADS—Resumed

Mr. BOYD. I think not, Mr. Chairman.

Mr. Whitton has already stated his own personal position very clearly and I think, speaking for the administration, we feel that we are bound by the existing statute and the criteria that were developed for the establishment of the Interstate System at the time it was undertaken.

The CHAIRMAN. Mr. Whitten, do you have any further comment?

Mr. WHITTON. I have nothing to add to what he has said.

Senator MONTOKA. May I ask Mr. Boyd just one question?

The CHAIRMAN. Certainly. I am sure both of you are glad to discuss it.

Mr. BOYD. Yes, sir.

Senator MONTROYA. Mr. Boyd, you will agree with me that, if we wait to build the divided highway at a later date, postpone this day, the costs are going to increase tremendously and thus the Federal Government will have to pay more in the end?

Mr. BOYD. We certainly expect escalation factors in the cost.

Senator MONTROYA. What is the average escalation per year on cost of construction?

Mr. BOYD. My understanding is that the costs were relatively stable up until 1963 and that for the last 2 years there has been an annual escalation factor of slightly in excess of 2 percent.

The CHAIRMAN. Thank you, Senator Montoya.

Senator MONTROYA. Thank you.

The CHAIRMAN. Do you have any comment?

I wouldn't want to close off this subject if there are other members of the subcommittee that wish to comment on the proposal of Senator Montoya.

If there isn't comment we can certainly note the fact that this is a matter that the subcommittee is going to give careful attention to.

Senator Montoya, is that sufficient now in the handling of the matter this morning?

Senator MONTROYA. Yes, sir.

Thank you.

The CHAIRMAN. We are grateful for your contribution, both to the subcommittee and particularly in the proposal that you have set forth.

Secretary Boyd and Administrator Whitton, you are very cooperative with the subcommittee in returning following earlier testimony. We have some questions that we would like to have discussed.

Would your Department supply figures regarding all urban interstate mileage giving the stages of development; that is, the engineering, the right-of-way acquisition, the progress in actual construction, and the schedules that you set out for the completion of these roads?

Mr. BOYD. That is, the urban interstate mileage, a part of the Interstate System, the mileage and locations of projects that have been completed that are underway and that are contemplated?

The CHAIRMAN. That is correct.

Mr. BOYD. Yes, sir; we will be happy to do so.

(Subsequently the following information was submitted:)

STATUS OF DEVELOPMENT, INTERSTATE SYSTEM

The following tables provide information on the status of development of the Interstate System. Four tables list rural, urban and total segments for each State and the District of Columbia by mileage and by costs. A fifth table shows the urban-rural distribution of Interstate work authorized during each fiscal year, 1960-65 period inclusive. The percentage of costs are those obligated through March 31, 1966 based on the costs reported in the 1965 Estimate.

These tables report the status of the 38,628 miles of free highways on the System. The authorized 41,000 mile total for the system includes toll highways not financed by Federal funds. The toll segments are therefore excluded from both the mileage and cost data tabulated.

A balanced rural-urban program of authorization is indicated in keeping with the percentage distribution of total Interstate System costs which is about 46 percent Urban and 54 percent Rural. The progress tables, too, show a relatively balanced rate of progress up to this time—although the remaining urban segments are the "difficult" ones.

The States are responsible for the scheduling and programing of Federal-aid projects. In the preparation of their reports on the 1965 Estimate the States were asked to include the anticipated "design year" for each section of each Inter-

state route on which future construction costs were estimated. These dates appear on Table B of each State report for each Interstate route. The "design year" so indicated is 20 years beyond the year in which the State expects to schedule the section for construction.

Fifty bound volumes of individual State reports on the 1965 Estimate were sent to the Senate Public Works Committee on January 11, 1965, by the Secretary of Commerce.

These dates are not a firm schedule but provide the best estimate of the State at the time this report was prepared.

Status of development on the Interstate System as of Mar. 31, 1966

RURAL ¹²

State	Mileage and status					
	Total mileage on system	Percent of total mileage				
		Open to traffic	Under construction	Total open to traffic and under construction	Preparation for construction, P.S. & E., and row acquisition underway	Remaining designated mileage
Alabama.....	779.3	42.4	28.1	70.5	21.5	8.0
Arizona.....	1,114.7	58.0	16.2	74.2	23.4	2.4
Arkansas.....	467.0	37.9	37.3	75.2	22.2	2.6
California.....	1,581.1	40.6	17.7	58.3	41.7	.....
Colorado.....	848.7	53.3	10.4	63.7	17.2	19.1
Connecticut.....	116.4	97.8	.....	97.8	1.1	1.1
Delaware.....	.....	.....	.....	.....	.....	.....
Florida.....	960.3	37.4	19.9	57.3	15.9	26.8
Georgia.....	950.3	35.5	22.7	58.2	41.8	.....
Idaho.....	586.2	53.7	10.6	64.3	31.0	4.7
Illinois.....	1,273.5	46.9	7.4	54.3	43.3	2.4
Indiana.....	842.9	41.3	19.0	60.3	39.7	.....
Iowa.....	649.2	53.1	10.9	64.0	23.4	12.6
Kansas.....	520.7	61.8	11.8	73.6	26.4	.....
Kentucky.....	610.0	38.3	19.3	57.6	42.4	.....
Louisiana.....	574.2	31.9	23.5	55.4	42.8	1.8
Maine.....	235.8	50.7	29.9	80.6	19.3	.1
Maryland.....	149.7	62.1	14.0	76.1	23.9	.....
Massachusetts.....	158.9	70.2	14.8	85.0	15.0	.....
Michigan.....	770.7	76.6	6.1	82.7	17.3	.....
Minnesota.....	760.5	27.7	21.5	49.2	50.8	.....
Mississippi.....	598.8	44.4	34.8	79.2	20.8	.....
Missouri.....	926.6	65.4	7.5	72.9	26.0	1.1
Montana.....	1,157.4	34.7	9.7	44.4	44.2	11.4
Nebraska.....	467.0	50.4	12.3	62.7	37.3	.....
Nevada.....	516.1	50.1	18.1	68.2	31.8	.....
New Hampshire.....	174.8	58.8	8.4	67.2	11.0	21.8
New Jersey.....	213.3	27.8	16.8	44.6	36.0	19.4
New Mexico.....	952.4	52.4	6.1	58.5	31.7	9.8
New York.....	424.8	52.5	30.3	82.8	14.2	3.0
North Carolina.....	712.1	47.6	14.1	61.7	35.8	2.5
North Dakota.....	559.2	56.8	12.2	69.0	16.9	14.1
Ohio.....	962.8	61.2	16.6	77.8	21.6	.6
Oklahoma.....	479.2	64.8	2.0	66.8	33.2	.....
Oregon.....	636.9	88.7	.....	88.7	6.5	4.8
Pennsylvania.....	991.5	44.6	24.3	68.9	29.1	2.0
Rhode Island.....	33.1	44.8	9.1	53.9	46.1	.....
South Carolina.....	663.9	50.2	26.1	76.3	23.7	.....
South Dakota.....	670.5	48.7	14.4	63.1	36.9	.....
Tennessee.....	901.9	40.1	25.1	65.2	33.1	1.7
Texas.....	2,423.7	50.0	13.8	63.8	28.4	7.8
Utah.....	848.2	19.8	15.4	35.2	36.4	28.4
Vermont.....	308.7	32.7	11.1	43.8	56.2	.....
Virginia.....	921.6	46.0	14.0	60.0	37.6	2.4
Washington.....	536.2	50.3	7.7	58.0	27.9	14.1
West Virginia.....	397.8	21.4	16.5	37.9	19.9	42.2
Wisconsin.....	413.1	69.2	7.9	77.1	22.9	.....
Wyoming.....	893.0	55.0	10.0	65.0	8.9	26.1
District of Columbia.....	.....	.....	.....	.....	.....	.....
Continental United States.....	32,734.5	48.3	15.6	63.9	29.7	6.4
Hawaii.....	28.1	.....	18.9	18.9	54.4	26.7
Total.....	32,762.6	48.3	15.5	63.8	29.8	6.4

See footnotes at end of table.

URBAN ¹

State	Mileage and status					
	Total mileage on system	Percent of total mileage				
		Open to traffic	Under con- struction	Total open to traffic and under con- struction	Prepara- tion for construc- tion, P.S. & E., and row acquisition underway	Remaining designated mileage
Alabama.....	100.6	21.6	21.5	43.1	56.9	-----
Arizona.....	51.4	58.9	6.3	65.2	15.9	18.9
Arkansas.....	53.3	79.5	4.6	84.1	12.7	3.2
California.....	573.8	62.8	10.9	73.7	26.3	-----
Colorado.....	97.2	66.2	14.1	80.3	19.7	-----
Connecticut.....	163.2	76.7	5.8	82.5	16.1	1.4
Delaware.....	26.3	10.1	49.5	59.6	40.4	-----
Florida.....	144.6	48.7	10.0	58.7	32.8	8.5
Georgia.....	155.5	54.3	30.2	84.5	13.5	2.0
Idaho.....	22.2	54.5	17.7	72.2	19.1	8.7
Illinois.....	199.1	65.0	8.0	73.0	16.5	10.5
Indiana.....	115.0	44.7	14.5	59.2	40.8	-----
Iowa.....	59.3	47.2	10.3	57.5	42.5	-----
Kansas.....	91.7	63.9	8.9	72.8	26.3	.9
Kentucky.....	83.9	45.8	14.9	60.7	33.9	5.4
Louisiana.....	96.5	36.6	34.6	71.2	17.4	11.4
Maine.....	17.0	57.0	-----	57.0	33.8	9.2
Maryland.....	151.5	69.5	4.9	74.4	12.9	12.7
Massachusetts.....	157.8	42.4	20.5	62.9	34.3	2.8
Michigan.....	306.0	63.5	9.9	73.4	22.7	3.9
Minnesota.....	143.4	40.8	22.0	62.8	37.2	-----
Mississippi.....	79.2	55.8	25.5	81.3	18.7	-----
Missouri.....	192.4	53.6	7.2	60.8	38.0	1.2
Montana.....	28.0	26.5	55.2	81.7	18.3	-----
Nebraska.....	10.8	52.2	7.3	59.5	40.5	-----
Nevada.....	18.5	23.4	2.0	25.4	74.6	-----
New Hampshire.....	16.9	66.4	14.7	81.1	-----	18.9
New Jersey.....	112.9	40.8	7.5	48.3	26.8	24.9
New Mexico.....	50.2	47.8	12.2	60.0	40.0	-----
New York.....	307.5	69.1	9.2	78.3	14.6	7.1
North Carolina.....	58.2	90.4	.3	90.7	7.6	1.7
North Dakota.....	11.4	78.1	-----	78.1	21.9	-----
Ohio.....	358.9	41.5	16.7	58.2	37.7	4.1
Oklahoma.....	144.7	57.4	9.8	67.2	32.8	-----
Oregon.....	92.6	71.5	2.5	74.0	6.0	20.0
Pennsylvania.....	228.0	53.5	7.5	61.0	29.3	9.7
Rhode Island.....	37.7	44.0	20.5	64.5	35.5	-----
South Carolina.....	17.1	76.2	16.0	92.2	7.8	-----
South Dakota.....	8.7	100.0	-----	100.0	-----	-----
Tennessee.....	149.0	42.0	13.9	55.9	44.1	-----
Texas.....	600.1	72.4	13.6	86.0	10.4	3.6
Utah.....	86.3	28.3	32.6	60.9	39.1	-----
Vermont.....	12.7	66.8	25.4	92.2	7.8	-----
Virginia.....	94.0	39.2	36.2	75.4	23.9	.7
Washington.....	189.1	69.5	15.6	85.1	12.0	2.9
West Virginia.....	33.7	45.5	6.2	51.7	8.9	39.4
Wisconsin.....	45.5	42.9	42.8	85.7	12.4	1.9
Wyoming.....	18.9	72.0	9.8	81.8	12.4	5.8
District of Columbia.....	29.8	34.5	2.4	36.9	15.8	47.3
Continental United States.....	5,842.1	56.9	13.8	70.7	24.6	4.7
Hawaii.....	23.4	23.1	4.4	27.5	55.9	16.6
Total.....	5,865.5	56.8	13.8	70.6	24.7	4.7

See footnotes at end of table.

*Status of development on the Interstate System as of Mar. 31, 1966—Continued*RURAL AND URBAN¹

State	Mileage and status					
	Total mileage on system	Percent of total mileage				
		Open to traffic	Under con- struction	Total open to traffic and under con- struction	Prepara- tion for construc- tion, P.S. & E., and row acquisition underway	Remaining designated mileage
Alabama.....	879.9	40.0	27.3	67.3	25.6	7.1
Arizona.....	1,166.1	58.1	15.7	73.8	23.0	3.2
Arkansas.....	520.3	42.2	34.0	76.2	21.2	2.6
California.....	2,154.9	46.5	15.9	62.4	37.6	—
Colorado.....	945.9	54.6	10.8	65.4	17.5	17.1
Connecticut.....	279.6	85.5	3.4	88.9	9.8	1.3
Delaware.....	26.3	10.1	49.5	59.6	40.4	—
Florida.....	1,104.9	38.8	18.7	57.5	18.1	24.4
Georgia.....	1,105.8	38.2	23.7	61.9	37.8	.3
Idaho.....	608.4	53.7	10.9	64.6	30.6	4.8
Illinois.....	1,472.6	49.4	7.4	56.8	39.7	3.5
Indiana.....	957.9	41.7	18.5	60.2	39.8	—
Iowa.....	708.5	52.6	10.9	63.5	25.0	11.5
Kansas.....	612.4	62.1	11.4	73.5	26.4	.1
Kentucky.....	693.9	39.2	18.8	58.0	41.4	.6
Louisiana.....	670.7	32.6	25.1	57.7	39.1	3.2
Maine.....	252.8	51.1	27.9	79.0	20.3	.7
Maryland.....	301.2	65.9	9.4	75.3	18.3	6.4
Massachusetts.....	316.7	56.3	17.7	74.0	24.6	1.4
Michigan.....	1,076.7	72.9	7.2	80.1	18.8	1.1
Minnesota.....	903.9	29.8	21.6	51.4	48.6	—
Mississippi.....	678.0	45.8	33.7	79.5	20.5	—
Missouri.....	1,119.0	63.4	7.4	70.8	28.0	1.2
Montana.....	1,185.4	34.5	10.8	45.3	43.6	11.1
Nebraska.....	477.8	50.4	12.2	62.6	37.4	—
Nevada.....	534.6	49.2	17.5	66.7	33.3	—
New Hampshire.....	191.7	59.5	8.9	68.4	10.0	21.6
New Jersey.....	326.2	32.3	13.6	45.9	32.8	21.3
New Mexico.....	1,002.6	52.1	6.4	58.5	32.2	9.3
New York.....	732.3	59.5	21.4	80.9	14.4	4.7
North Carolina.....	770.3	50.8	13.1	63.9	33.6	2.5
North Dakota.....	570.6	57.2	12.0	69.2	17.0	13.8
Ohio.....	1,321.7	55.8	16.6	72.4	26.0	1.6
Oklahoma.....	623.9	63.1	3.8	66.9	33.1	—
Oregon.....	729.5	86.5	.3	86.8	6.5	6.7
Pennsylvania.....	1,219.5	46.3	21.1	67.4	29.2	3.4
Rhode Island.....	70.8	44.4	15.2	59.6	40.4	—
South Carolina.....	681.0	50.8	25.9	76.7	23.3	—
South Dakota.....	679.2	49.3	14.2	63.5	36.5	—
Tennessee.....	1,050.9	40.4	23.5	63.9	34.7	1.4
Texas.....	3,023.8	54.5	13.7	68.2	24.8	7.0
Utah.....	934.5	20.6	17.0	37.6	36.6	25.8
Vermont.....	321.2	34.0	11.7	45.7	54.3	—
Virginia.....	1,015.6	45.4	16.1	61.5	36.3	2.2
Washington.....	725.3	55.3	9.8	65.1	23.7	11.2
West Virginia.....	431.5	23.3	15.7	39.0	19.0	42.0
Wisconsin.....	458.6	66.6	11.4	78.0	21.8	.2
Wyoming.....	911.9	55.3	10.1	65.4	8.9	25.7
District of Columbia.....	29.8	34.5	2.4	36.9	15.8	47.3
Continental United States.....	38,576.6	49.6	15.3	64.9	29.0	6.1
Hawaii.....	51.5	10.5	12.3	22.8	55.1	22.1
Total.....	38,628.1	49.5	15.3	64.8	29.0	6.2

¹ Mileage in accordance with Secretary of Commerce news release of May 11, 1966, but excludes all toll facilities.

² Rural mileage decrease from the previous status of development special study is due to expansion of urban areas and to more accurate reporting on new diagrammatic PR-511 forms.

³ Urban mileage increase over the previous status of development special study is due to expansion of urban areas and to more accurate reporting on new diagrammatic PR-511 forms.

Status of development on the Interstate System—Total cost and percent of cost obligated as of Mar. 31, 1966

[Dollar amounts in thousands]

State	Dollar volume progress					
	Rural		Urban		Total	
	Total estimated cost ¹	Percent of cost obligated	Total estimated cost ¹	Percent of cost obligated	Total estimated cost ¹	Percent of cost obligated
Alabama.....	\$619, 673	52.7	\$321, 073	49.1	\$940, 746	51.5
Arizona.....	520, 155	52.7	90, 220	59.5	610, 374	53.7
Arkansas.....	366, 255	55.1	71, 437	109.4	437, 692	64.0
California.....	1, 526, 857	52.8	2, 649, 024	55.5	4, 175, 881	54.5
Colorado.....	422, 827	46.1	106, 068	83.1	528, 895	53.5
Connecticut.....	236, 253	68.6	507, 513	66.1	743, 766	66.9
Delaware.....	36, 788	73.7	107, 100	69.3	143, 888	70.4
Florida.....	533, 792	57.5	449, 806	57.8	983, 598	57.6
Georgia.....	583, 947	59.6	265, 417	78.5	849, 364	65.5
Idaho.....	255, 555	56.6	20, 504	81.8	276, 059	58.5
Illinois.....	1, 248, 992	44.8	1, 294, 001	63.7	2, 543, 003	54.4
Indiana.....	723, 208	56.2	358, 694	50.9	1, 081, 902	54.4
Iowa.....	445, 982	60.6	135, 048	63.9	581, 030	61.4
Kansas.....	243, 321	68.9	184, 220	55.4	427, 541	63.1
Kentucky.....	633, 735	52.0	278, 554	54.0	912, 289	52.7
Louisiana.....	681, 545	43.2	448, 864	80.1	1, 130, 409	57.8
Maine.....	186, 556	67.2	42, 673	46.1	229, 229	63.3
Maryland.....	160, 726	59.3	619, 313	37.8	780, 039	42.2
Massachusetts.....	250, 632	83.1	795, 666	48.1	1, 046, 298	56.5
Michigan.....	643, 560	85.0	915, 450	50.9	1, 559, 010	65.0
Minnesota.....	424, 141	43.5	629, 384	64.1	1, 053, 525	55.8
Mississippi.....	388, 748	65.1	146, 131	50.5	534, 879	61.1
Missouri.....	608, 068	61.9	575, 712	56.2	1, 183, 780	59.1
Montana.....	453, 571	51.3	20, 714	123.3	474, 285	54.4
Nebraska.....	230, 674	65.2	80, 313	68.4	310, 987	66.0
Nevada.....	205, 542	60.3	62, 662	51.5	268, 204	58.2
New Hampshire.....	195, 836	56.3	32, 691	57.1	228, 527	56.4
New Jersey.....	477, 377	47.2	725, 047	54.6	1, 202, 424	51.6
New Mexico.....	418, 201	54.5	79, 461	72.3	497, 662	57.3
New York.....	498, 436	83.6	1, 930, 600	55.5	2, 429, 036	61.2
North Carolina.....	438, 532	60.7	41, 661	64.2	480, 193	61.0
North Dakota.....	229, 240	63.0	10, 349	79.7	239, 589	63.7
Ohio.....	1, 181, 473	71.3	1, 595, 748	60.7	2, 777, 221	59.5
Oklahoma.....	282, 844	64.9	242, 212	51.4	525, 056	58.7
Oregon.....	439, 794	68.8	318, 362	42.0	758, 156	57.6
Pennsylvania.....	1, 161, 663	64.8	969, 615	41.8	2, 131, 278	54.3
Rhode Island.....	36, 677	31.8	190, 741	81.6	227, 418	73.6
South Carolina.....	327, 689	65.5	41, 075	83.9	368, 764	67.6
South Dakota.....	344, 551	51.9	10, 396	94.6	354, 947	53.1
Tennessee.....	653, 704	64.2	445, 769	53.1	1, 099, 473	59.6
Texas.....	1, 156, 633	53.0	1, 069, 927	63.0	2, 226, 560	57.8
Utah.....	396, 773	43.6	173, 716	69.6	470, 489	51.6
Vermont.....	302, 481	52.0	26, 559	88.9	329, 040	54.9
Virginia.....	1, 071, 815	57.6	329, 720	60.8	1, 401, 535	58.3
Washington.....	415, 980	41.0	547, 880	71.7	963, 860	58.5
West Virginia.....	646, 643	40.8	178, 128	51.2	824, 771	43.0
Wisconsin.....	274, 970	74.9	211, 731	65.0	486, 701	70.6
Wyoming.....	410, 408	55.6	19, 824	76.2	430, 232	56.5
District of Columbia.....			545, 621	35.7	545, 621	35.7
Continental United States.....	23, 992, 823	57.7	20, 912, 404	56.4	44, 905, 227	57.1
Hawaii.....	149, 782	15.0	130, 103	36.3	279, 885	24.9
Total.....	24, 142, 605	57.4	21, 042, 507	56.3	45, 185, 112	56.9

¹ Sum of 1965 cost estimate and authorizations on estimate cutoff date, plus bond and ACI projects. Authorizations have been adjusted for advance purchase of right-of-way.

Urban-rural distribution of Federal-aid Interstate Highway work authorized each fiscal year, 1960-65, inclusive

[Dollars in millions]

Fiscal year—	Urban ¹		Rural		Total
	Federal funds	Percent of total	Federal funds	Percent of total	
1960.....	\$762	46	\$877	54	\$1, 639
1961.....	1, 032	49	1, 088	51	2, 120
1962.....	938	45	1, 144	55	2, 082
1963.....	1, 253	44	1, 610	56	2, 863
1964.....	1, 237	41	1, 808	59	3, 045
1965.....	1, 305	43	1, 737	57	3, 042

¹ Urban includes all work inside urban areas designated by State highway departments around places of 5,000 or more population as shown by 1960 decennial census.

The CHAIRMAN. And approximately when do you feel that you could have this information available to the subcommittee? We are not attempting to pressure you.

Mr. WHITTON. Some day next week I am sure we can have it available, the first of the week, Senator.

Mr. BOYD. We will try June 1 just to be on the safe side, Mr. Chairman.

The CHAIRMAN. Yes.

Thank you, sir.

Has the Bureau, Mr. Whitton, given consideration to maintenance costs on the Interstate System, those I mean that will have to be borne by the States?

Mr. WHITTON. We know that the maintenance costs on the Interstate System are considerably higher than on the other highway systems.

I am not in a position to quote figures this morning on it, but we could furnish for you, cost per mile, if you would like to have them, both in urban and rural areas.

There is quite a difference in the cost of maintenance in the urban areas and in the rural areas.

(Subsequently the following information was submitted:)

MAINTENANCE COST DATA, INTERSTATE SYSTEM

The following data relate to maintenance monies expended by the States on the Interstate roadways open to traffic. Included are two sets of data, one collected in cooperation with the Maintenance Cost Committee of the Highway Research Board and a second set compiled through a Bureau of Public Roads study of special selected Interstate highway sections.

All States were invited to participate in these studies, but due to budget limitations, accounting procedures, or insufficient Interstate mileage open to traffic, the response was somewhat limited.

The Highway Research Board data are compiled on a lane-mile basis, grouped to show toll roads and Interstate sections, rural and urban.

The Public Roads data were distributed to the States in the form of a circular memorandum for general information. The data are compiled by Public Roads regions, and by rural and urban sections. These maintenance expenditures are computed on a center-line-mile basis.

PROGRESS REPORT, HIGHWAY RESEARCH BOARD COMMITTEE M-2, MAINTENANCE COSTS, JANUARY 11, 1965

M. B. Christensen, Chairman

At the January 1960 meeting of Highway Research Board Committee M-2 Maintenance Costs, it was reported that in the concurrent meeting of Committee M-8, Maintenance of Controlled Access Highways, one of the members had suggested that definite cost data should be developed for Interstate System highways. The question was then raised as to whether obtaining and developing maintenance cost data for controlled access highways were jurisdictional responsibilities of Committee M-2, or of Committee M-8. The question was not resolved at the meeting.

During 1960, Highway Research Board Committee M-8, Maintenance of Controlled Access Highways, prepared a questionnaire which was submitted to States and others for use in furnishing required data. The questionnaire was made up of three sheets and covered a considerable amount of detailed data on maintenance operations, design, and other physical features in addition to maintenance expenditures. The completed questionnaires received in 1960 were discussed at the annual meeting of Committee M-8 in January 1961. Similar work was continued by this committee in 1962.

In 1963, two committees of the Highway Research Board Department of Maintenance, (Committee M-2, Maintenance Costs, and Committee M-8, Maintenance of Controlled Access Highways) and one committee of the Department of Economics, Finance and Administration (Committee EFA-B1, Highway Taxation and Finance) indicated a mutual and urgent need to make a concerted effort to obtain maintenance expenditure data for controlled access highways on a continuing basis. It was agreed that Committee M-8 would develop another questionnaire type form for use in reporting the data and that Committee M-2 would summarize the information received and make its findings and other data available to the other two committees. The questionnaire form, developed by Committee M-8, was eventually agreed upon by all three committees and under date of March 4, 1964, at the request of Committee M-2, copies were transmitted to State highway departments and toll road agencies with a letter from Mr. D. Grant Mickle, Executive Director, asking their cooperation in this maintenance cost study.

To date 28 State highway departments and 8 toll road organizations have indicated their willingness to furnish the requested information. Some, however, stated that for various reasons they could not furnish the data in the form requested until a later date. Committee M-2 has so far received data from 19 States and 8 toll road agencies and has tabulated the information in the attached tables.

Recognizing the difficulty in tabulating the cost and design data in a manner that would be agreeable to all members of the 3 committees, a letter dated July 8, 1964, was sent to each member of Committee M-2, Maintenance Costs, with which were transmitted 3 tables of data, each prepared in a different way. Our letter asked, among other things, for comments regarding the tables so that they could ultimately be improved. In addition, copies of the letter were sent to each of the other two chairmen with a similar request for advice. The acting chairman of Committee EFA-B1 promptly replied. Only a few replies were received from members of Committee M-2 and these were received too late in the year to have their suggestions incorporated in this progress report. Since it is the intention of the committee to collect and compile these data on a continuing basis, it may be possible in the future to develop more meaningful methods for comparative purposes.

Perhaps the best method to group the States into similar environmental conditions would be to continue the method used in the maintenance report presented at the Eighteenth Annual Meeting of the Highway Research Board in December 1938:

Pacific	West South Central	New England
Mountain	East South Central	Middle Atlantic
West North Central	East North Central	South Atlantic

The Mountain, West North Central, and East North Central were well represented in the analysis and the other sections, with the exception of the East South Central had at least one participating State.

This is a preliminary report and reflects mainly 1963 costs, since costs for that year were reported most frequently. The data listed in Tables 1 through 7 are tabulated by number of lanes, rural and urban sections, and pavement type. This method was used simply because it appeared to be a rapid means of presenting the costs for the report and further investigation may reveal a better means of assembling the data.

Of the toll-road sections¹ reported in Table I under 4-lane rural portland cement concrete highways having somewhat similar climatic conditions, it is noted approximately 43% of the toll funds expended for 1963 were spent on winter maintenance and a weighted average of \$1,468 per lane-mile was spent on total maintenance. Table 1 shows costs of other toll facilities for different pavements types. It is felt a true comparison of these maintenance costs cannot be made because of the small amount of sampling involved.

For 40 sections of rural 4-lane portland cement concrete pavement from Georgia to Wyoming, the weighted average cost for 1963 per centerline mile is \$3,257. The East North Central region averaged \$3,268 per centerline mile as compared to the West North Central region of \$2,815.

The costs per centerline-mile for urban 4-lane portland cement concrete pavement were based on only a small sampling and ranged from \$2,379 in Michigan to \$36,140 in Minnesota. No comparison was made of these costs and they are presented to show the wide difference in costs which is effected by the many variables.

The urban 6-lane portland cement concrete sections varied from a high of \$15,250 per centerline mile in Arizona to a low of \$6,260 in Nebraska for the year 1963. It is noted that for the section in Arizona, the snow removal expenditure amounted to \$5.26 per centerline mile while \$15,243.95 per centerline-mile was expended for all other maintenance functions. In this urban area six interchanges are involved with 1.00 mile of ramp and 10.22 miles of frontage roads. It is predominantly a depressed roadway type with high costs under codes² 530, 560, 570, and 460.

Expenditures for this 6-lane section in Nebraska amounted to \$1,503.39 per centerline-mile for snow removal and \$4,759.86 for all other maintenance work in 1963. In this urban section, two interchanges are involved with 3.95 miles of ramps but no frontage roads. It is predominately an at-grade roadway type with moderate expenditures reported under all coded items except code 480, structures, where no costs were given.

One sample each of a rural and urban 4-lane portland cement concrete interchange was submitted by Arizona, where the 1963 cost per centerline-mile was reported as \$1,735 for rural and \$7,800 for the urban. There were no winter maintenance costs in either case, the topography was rolling, and both sections were a combination roadway type.

On the 31 sections reviewed of rural 4-lane bituminous concrete from Arizona to Wyoming, the weighted average cost for 1963 per centerline-mile was \$2,163. The cost varied from a high of \$9,068 for a section in Oregon which was opened in 1954, to a low of \$125 for a section in New Mexico opened in 1958.

In the Mountain area the weighted average 1963 centerline cost was \$1,161 for bituminous concrete. Other costs are recorded on Tables 5 and 6 for rural sections of asphaltic type pavement.

¹ This includes the Indiana Toll Road with rural and urban mileage.

² AASHO Accounting Manual Code Numbers.

A small sample of non-interstate mileage is included in Table 7 for ready reference. Table 8 has also been prepared to show the annual maintenance cost per lane-mile for trees, shrubs, and planting (code 466;) mowing and weed control (code 467;) repairing and maintaining guardrail (code 534;) repairing and maintaining highway lighting system (code 538;) repairing and maintaining rest areas (code 550;) and litter cleaning (code 573). No attempt will be made at this time to draw any conclusions from this information, except to present the figures to the committee as they were submitted by the various States.

Several graphs are included in the attachments which highlight the figures presented in the previously mentioned tables. Graphs 1, 2, and 3 show a comparison of the expenditures for the various toll-roads submitted. Winter maintenance costs are separated from the total expenditures based on a per lane-mile cost basis in graph 1. Graph 2 plots only Roadway Surface Operations, Codes 410 and 420. The Physical or General Maintenance expenditures, Code 400 are scaled in graph 3 for easy comparison.

The weighted average expenditures for 4-lane rural and urban sections based on a per lane-mile cost were plotted by States in their similar environmental conditions where winter maintenance is separated from total expenditures in graphs 4 and 7. The 4-lane rural and urban sections were also separated into Roadway Surface Operations and General Maintenance expenditures and plotted on graphs 5, 6, 8, and 9 for examination.

Graphs 10 and 11 respectively, indicate centerline costs submitted for the Interstate rural 4-lane portland cement and bituminous concrete surface projects. These are also divided into the various regions of the country and plotted as weighted average expenditures.

It is our desire to extract other data at a later date from the information submitted and plot the information to aid in the establishment of cost data for the Interstate projects being reviewed.

It is not possible to determine at this stage of the analysis whether equipment maintenance costs such as labor, wages, grease, oil, gasoline and lubricants are included in the total lane-mile costs submitted by the States. The Pennsylvania Turnpike Commission reported that such costs were not included in its submission but submitted a cost of \$698,900 for these expenditures.

Factors such as the number of interchanges, year constructed, traffic volumes, rest areas, construction costs, roadway types, etc., were not given special consideration in this analysis. However, it is felt all these factors affect in some manner the costs involved with maintenance and careful consideration in the future analysis will be given to some of these variable factors.

Conclusions

1. Toll road sections of rural 4-lane portland cement concrete indicated approximately 43% of the 1963 maintenance costs reported was expended on winter maintenance features.

2. Of 40 sections of Interstate mileage reported for rural 4-lane portland cement concrete, the weighted average 1963 per centerline cost was \$3,257 for total maintenance.

3. Of a small sample of Interstate mileage for urban 4-lane and 6-lane portland cement concrete, no comparison was made of the 4-lane but the weighted average 1963 per centerline mile cost of the 6-lane was \$10,882.

4. The 31 sections of rural 4-lane bituminous concrete compared indicated a weighted average 1963 centerline cost of \$2,163 for total maintenance.

Table #1
October 1964
LANE MILE EXPENDITURES

MAINTENANCE EXPENDITURES ON CONTROLLED ACCESS HIGHWAYS

TOLL ROADS

HIGHWAY RESEARCH BOARD
MAINTENANCE COST STUDY
COMMITTEE M-2 MAINTENANCE COSTS

State	Highway Designation	Year Opened	C-Line Length	Total Lane-Miles	Traffic Volume	Expend. for Year	Winter Mctce. Only	All Others	Total	
										1
										2
										3
										4
										5
Colo.	Denver-Boulder	1951	17.3 (R)	73.2	Not Given	1963	\$113.08	\$674.70	\$787.78	6
Ill.	Illinois Tollway	1958	187.0 (R)	863.0	20,000	1963	530.00	642.00	1172.00	7
Ind.	Indiana Toll Road	1956	156.9 (R&U)	695.3	26,500	1963	392.41	877.80	1270.21	8
Penna.	Penna. Turnpike (1)	1940-1951	99.6 (R)	419.3	18,476	1963	1213.02	1052.12	2265.14	9
"	" (2)	1940	101.7 (R)	419.7	12,978	"	1024.27	1173.14	2197.41	10
"	" (3)	1940-1950	102.9 (R)	429.2	12,746	"	490.05	694.82	1184.87	11
"	" (4)	1950-1954	66.7 (R)	292.2	22,703	"	490.91	823.87	1314.78	12
"	" (5)	1955-1958	97.5 (R)	408.8	6,424	"	734.67	658.70	1393.37	13
										14
										15
Okla.	Turner Turnpike	1953	86.0 (R)	352.6	6,521	1963	20.10	447.72	467.82	16
Va.	Richmond-Petersburg Tpke.	1958	34.7 (R&U)	169.0	15,000	1963	172.00	909.00	1081.00	17
										18
										19
										20
Okla.	Will Rogers Turnpike	1957	88.1 (R)	366.5	4,800	1963	25.43	464.45	489.88	21
										22
										23
										24
										25
Texas	Dallas-Ft. Worth Turnpike	1957	1/29.9 (R&U)	211.3	35,000	1963	\$ 51.00	\$963.00	\$1014.00	26
										27
										28
										29
										30
										31

1/ 4.3 mi. Urban

Table #2
October 1964
LANE MILE EXPENDITURES

MAINTENANCE EXPENDITURES ON CONTROLLED ACCESS HIGHWAYS

INTERSTATE

HIGHWAY RESEARCH BOARD.
MAINTENANCE COST STUDY
COMMITTEE M-2 MAINTENANCE COSTS

State	Hwy. Number	Year Opened	C-Line Length	Total Lane-Miles	Cost Per C-Line-Mile	Expend. Yr. 1960 Snow Mlce. Others	Expend. Yr. 1961 Snow Mlce. Others	Expend. Yr. 1962 Snow Mlce. Others	Expend. Yr. 1963 Snow Mlce. Others	1963 Total	
RURAL 4-LANE PORTLAND CEMENT CONCRETE											
Ca.	I-75	1960	21.1	97.6	\$2192.53			\$ 0.00	\$474.00	\$ 474.00	
"	I-75	1961	23.1	101.7	1630.15			0.00	370.27	370.27	
"	I-75	1961	23.6	106.6	2185.66			0.00	483.88	483.88	
Ill.	I-80	1962	48.0	209.1	2996.80			192.45	495.48	687.93	
"	I-74	1960	30.6	154.5	5444.25			260.04	818.03	1078.07	
"	I-57	1962	41.3	174.0	2753.18			41.35	612.41	653.76	
Ind.	I-65	1960	25.1	104.2	2180.40			99.78	381.17	480.95	
Ia.	(1) I-29	1958	15.4	63.5	2016.41	329.05	380.95	180.63	648.49	1469.02	
"	(2) I-29	1961	14.0	58.1	2258.31			287.46	332.25	619.71	
"	(3) I-29	1959	17.7	76.0	2751.37			581.67	520.95	1102.62	
"	(6) I-35	1958	13.8	58.6	3493.57	393.66	399.70	172.90	525.92	1092.48	
"	(7) I-35	1958	10.3	42.4	3689.13	403.65	287.50	175.52	599.22	1286.39	
"	(8) I-80	1958	11.2	47.5	8233.19	627.37	740.54	362.31	1110.35	2500.26	
"	(9) I-80	1961	10.4	46.8	5680.40			608.98	956.57	1565.55	
"	(10) I-80	1960	13.1	56.7	3000.99			589.17	1118.67	1707.84	
"	(11) I-80	1960	21.2	63.8	4493.33			482.59	459.84	942.43	
"	(12) I-80	1960	9.0	40.2	3972.92			308.60	474.87	783.47	
"	(13) I-80	1960	11.2	47.5	4124.27			218.21	384.33	602.54	
"	(14) I-80	1960	17.5	76.3	2827.07			161.24	297.44	458.68	
Ia.	I-20	1960	31.8	80.1	4634.99				7.32	7.32	
Mich(2)	I-75	1958	35.1	152.3	3792.96						
"	(3) I-75	1961	85.3	364.9	2991.15						
"	(5) I-94	1961	41.2	93.4	4454.66						
						Year 1960		Year 1961		Year 1962	
						Total		Total		Total	
						1963		1963		1963	

Rural & Urban 2/Part 6 Lane 3/ 2.0 mi. Urban 4/ Part 6 Lane

1/ Rural & Urban 2/ Part 6 lane 3/ 2.0 mi. Urban 4/ Part 6 lane

Table #3
October 1964
LANE MILE EXPENDITURES

MAINTENANCE EXPENDITURES ON CONTROLLED ACCESS HIGHWAYS

INTERSTATE

COMMITTEE M-2 MAINTENANCE COSTS

State	Hwy. Number	Year Opened	C-Line Length	Total Lane-Miles	Expend. Yr. 1960			Expend. Yr. 1961			Expend. Yr. 1962			Expend. Yr. 1963			1963 Total
					C-Line-Mile	Snow Mtee.	Others	C-Line-Mile	Snow Mtee.	Others	C-Line-Mile	Snow Mtee.	Others	C-Line-Mile	Snow Mtee.	Others	
Minn	(1) I-94	1962	10.6	46.0	3441.84									96.43	696.69		793.12
	" (2) I-35	1962	16.0	67.8	3304.19									112.74	667.01		779.75
	" (3) I-35	1958	7.0	41.7	4083.89			146.16	32.17	251.53	482.06			239.86	446.02		685.88
Neb.	(2) I-80	1962	13.5	54.8	2024.34									57.67	441.52		499.19
	" (3) I-80	1961	4.8	23.4	4377.41						277.92	1035.37		110.41	786.70		897.11
	" (4) I-80	1960	8.8	39.9	2251.40					36.98	490.87			54.75	442.24		496.99
	" (5) I-80	1961	11.2	46.9	3124.72						107.89	664.80		115.00	631.68		746.68
	" (6) I-80	1961	11.9	48.8	3775.27						157.24	696.03		118.84	801.77		920.61
	" (7) I-80	1959	12.0	52.2	3340.02			55.38	40.17	32.83	828.00			101.87	665.95		767.82
" (8) I-80	1961		3.4	19.1	7366.65						266.05	1108.28		180.21	1131.13		1311.34
	" (11) I-280	1960	2.7	18.2	7849.59					40.36	749.90			255.62	908.88		1164.50
N.D.	I-94	1962	25.8	124.0	944.61									29.38	167.16		196.54
	" I-94	1961	13.9	60.2	1201.70									33.34	244.13		277.47
" I-94	1959-1961		48.1	218.2	2359.06									41.36	478.67		520.03
	" I-94	1959-1960	37.6	166.8	2344.60									19.34	509.18		528.52
" I-94	1960		45.1	229.8	2595.26									18.85	490.49		509.34
	" I-29	1959-1960	1/ 34.5	96.2	1260.42									55.83	396.19		452.02
Pa.	(1) I-90	Not Given	46.3	194.8	8292.67									590.00	1381.00		1971.00
	" (2) I-78	"	62.4	265.5	3505.96									441.00	383.00		824.00
	" (3) I-83	"	41.6	181.6	3688.75									374.00	471.00		845.00
Ore	(4) I-5	1960	6.7	34.3	3040.93									78.00	516.00		594.00
	" Misc (1) I-94	1959	58.8	275.3				118.29	266.36	313.72	482.21						
" (2) I-94	1959		23.7	208.6				215.14	268.52	439.81	358.10						
	" (3) I-90	1959	15.6	70.4				101.70	335.76	432.90	532.18						

Part 2-Lane

HIGHWAY RESEARCH BOARD
MAINTENANCE COST STUDY
CONFIDENTIAL No. 2 MAINTENANCE COSTS

MAINTENANCE EXPENDITURES ON CONTROLLED ACCESS HIGHWAYS

Table #3
October 1964
LANE MILE EXPENDITURES

INTERSTATE

State Hwy. Number	Year Opened	On-line Length	Total Lane-Miles	Cost Per C. Lane-Mile	Expend. Yr. 1960	Expend. Yr. 1961	Expend. Yr. 1962	Expend. Yr. 1963	1963 Total
					Snow Mice. Others	Snow Mice. Others	Snow Mice. Others	Snow Mice. Others	
<u>RURAL 4-LANE BITUMINOUS CONCRETE</u>									
Ariz(3)	I-10	19.0	105.8	1811.02				0.00	325.23
" (4)	I-10	7.0	49.9	2902.82				0.97	678.62
Idaho	I-15	16.4	71.5	1373.19				64.14	250.83
"	I-15	22.5	103.2	933.43				27.48	175.83
"	I-80NS I-15W	20.9	92.9	1268.95				22.39	263.09
"	I-80N	24.3	107.0	1290.38				23.68	269.37
Iowa(5)	I-35	6.6	26.5	2139.35	319.96	186.64	160.50		
Me.	I-95	24.3	103.4	5480.63				212.42	320.40
								631.00	592.00
Mich(4)	I-75	90.1	382.7	2755.91				365.52	283.31
Mont.	I-90	9.6	45.1	1203.18				0.00	256.11
"	I-87	1/ 18.2	63.6	386.63				19.56	91.08
"	I-15	2/ 12.4	36.8	2038.51				57.78	629.11
N.H.	I-93	18.6	81.3	5551.78				613.06	657.09
N.M.	I-10	21.7	90.8	1241.57				11.79	284.93
"	I-10	20.2	82.8	124.28				1.48	28.84
"	I-25	38.5	176.0	923.25				4.96	197.00
"	I-25	14.6	64.9	865.79				10.43	184.34
"	I-40	22.2	112.3	371.80				7.64	65.86
"	I-40	20.3	86.7	924.19				15.88	200.51
"	I-40	55.4	229.1	1337.71				48.62	274.86
					1/ Part 2 lane		2/ Part 2 lane		

HIGHWAY RESEARCH BOARD
MAINTENANCE COST STUDY
COMMITTEE M-2 MAINTENANCE

MAINTENANCE EXPENDITURES ON CONTROLLED ACCESS HIGHWAYS

COMMITTEE M-2 MAINTENANCE COSTS

Table #7
October 1964
LANE MILE EXPENDITURES

[illegible]

Table #S
HIGHWAY RESEARCH BOARD
MAINTENANCE COST STUDY
CONTROLLED ACCESS HIGHWAYS
(STATE-MAINTAINED)
1964

PHYSICAL CHARACTERISTICS										ANNUAL MAINTENANCE COST (PER LANE-MILE)				
STATE	Route Number	C-Line Miles	Lane Miles	Number Interchg.	Traffic Volume (1000's)	Roadway Type	Number Rest Areas	Trees Shrubs Plantings Code-466	Mowing Weed Control Code-467	Repairing Maint'ing Guardrail Code-534	Repairing Maint'ing Hwy Lightg Rest Areas Code-538	Repairing Maint'ing Litter Cleaning Code-57		
Arizona	I-10; I-17	11/36.21	204.25	16	2.7-28.3	R-U	4	\$ 4.00	\$ 83.00	\$ 35.00	\$ 714.00	10/ \$3,061.00	\$166.00	
Georgia	I-75	67.81	305.91	24	4.1- 4.5	R-	6	0.00	88.54	9.74	0.00	24.35	14.61	
Illinois	I-15; I-80	84.08	374.53	11	2.0- 3.0	R-	1	15.51	-	-	-	-	-	
Indiana	I-55; I-80; I-74	12/224.07	1145.95	96	2.0-104.1	R-U	0	47.55	204.38	7.52	-	-	119.80	
Iowa	I-65	25.11	104.17	5	13.0	R-	0	9.60	59.30	1.65	-	-	54.11	
Louisiana	I-29; I-35; I-80	8/168.83	738.76	44	2.1- 9.1	R-U	4	No Breakdown	No Breakdown	-	-	-	-	
Maine	I-20	1/18.30	80.10	4	5.0	R-U	2	26.17	165.53	3.84	0.00	18.42	98.52	
Michigan	I-95	24.30	103.40	7	4.0	R-	2	.89	141.26	27.66	2/ 93.04	1804.50	64.79	
Minnesota	I-10; I-13; I-28	9/74.30	4009.83	2	3.0-145.0	R-L	0	-	No Breakdown	-	-	-	-	
Montana	I-94; I-35; I-294	4/40.41	230.92	17	1.1- 40.2	R-L	0	-	160.76	15.25	5/ 887.61	-	85.05	
Nebraska	I-15; I-87; I-90	1/40.21	145.44	-	1.4- 2.0	R-	0	-	56.00	1.48	-	-	-	
Nevada	I-80; I-68; I-30	90.04	381.44	22	2.6- 22.8	R-L	1	28.68	194.85	10.02	-	7/ 79.63	24.61	
New Hampshire	I-93	18.60	81.30	6	6.3	R-	0	2.82	215.58	21.31	-	-	66.05	
New Mexico	I-10; I-25; I-40	192.90	842.60	25	2.2- 5.6	R-	0	-	-	-	-	-	3.72	
North Dakota	I-29; I-94	205.00	895.20	58	0.6- 2.7	R-	13	-	43.25	-	4.85	20.97	5.92	
Oregon	I-5	24.13	104.16	2	9.0- 50.0	R-U	-	113.00	113.00	39.00	2.00	-	39.00	
Pennsylvania	I-83	41.60	181.60	-	4.0- 21.0	R-	-	3.05	98.80	25.35	-	-	-	
Wisconsin	I-90; I-94	138.76	731.35	38	5.2- 20.0	R-	6	-	94.20	-	-	6/ 6761.70	21.61	
Wyoming	I-25; I-80; I-90	179.58	838.53	59	1.0- 4.0	R-U	3	-	25.12	3.63	1084.25	6/ 413.75	16.61	
TOTALS		2,510.41	11,499.44	436			42							
1/ 2 mi. Urban													10/ Cost per Acre	
2/ Cost per Unit(110 Units)													8/ 7.19 mi. Urban	
3/ Cost per Rest Area													11/ 8.86 mi. Urban	
													9/20.29 mi. Urban	
													12/35.52 mi. Urban	

1/ 2 mi. Urban
2/ Cost per Unit (110 Units)
3/ Cost per Rest Area

4/ 6.75 mi. Urban
5/ Based on 75.46 Lane-mi.
6/ Per Rest Area

7/ Based on 48.78 Lane-mi.
8/ 7.19 mi. Urban
9/ 29.29 mi. Urban

10/ Cost per Acre
11/ 8.86 mi. Urban
12/ 35.52 mi. Urban

13/ 1084.25
14/ 413.75

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., May 26, 1965.

Circular memorandum to: Regional and Division Engineers (Regions 1 through 10).

From: G. M. Williams, Director of Engineering and Operations. 32-38.

Subject: Report on Cost of Maintaining Selected Sections of Interstate Highway System.

Enclosed is a copy of a report by Mr. P. E. Cunningham of the Maintenance Branch, entitled Progress Report on the Maintenance Cost Study of Special Selected Interstate Highway Sections.

The basic material for this report was received as a result of our Circular Memorandums of October 5, 1961, and March 5, 1962, in which we encouraged all States having Interstate System mileage, to participate on a voluntary basis in a maintenance cost study of special selected highway sections. As indicated in the report, all but five States (excluding Alaska which has no Interstate mileage) agreed to participate in the study.

As you know, the purpose of this study is to record the year-to-year expenditures for maintaining the representative sections in order that all States may have a guide for estimating the annual budget for maintaining similar sections as they are placed under traffic in each respective State.

The fact that most of the selected Interstate sections were recently constructed and opened to traffic will mean that maintenance costs of sign replacement, bridge painting, repair items, and additional charges that normally are included in the older type sections are not reported in the present cost per mile figures. The longer these sections remain under traffic, and as expenditure data are accumulated over the years, a more realistic maintenance cost estimate can be developed.

Any comments you may have regarding the improvement of future progress reports would be greatly appreciated.

Enclosures (Report including tables 1 through 16).

PROGRESS REPORT ON THE MAINTENANCE COST STUDY OF SPECIAL SELECTED
INTERSTATE HIGHWAY SECTIONS

By P. E. Cunningham, April 1965

With the opening of more and more miles of the Interstate System, increasing interest is being shown as to the effects it will have on the maintenance budget. The publicity given to the system has demanded extra care by responsible maintenance organizations concerned with the physical maintenance and traffic services features. The traveling public expects and deserves a high level of maintenance on this system and so far has gotten it. This extra care, however, requires additional dollars and cents. The problem facing highway administrators is, how much reduction can be made in these costs and still provide a tolerable level of service. It is hopeful that this study being conducted on a continuing basis for the special selected Interstate sections will be of use to all agencies involved. To date 18 States have contributed data and all regions of Public Roads with the exception of regions 2, 3, and 8, have at least one participating State. All but five States, (excluding Alaska, which has no Interstate System mileage) have indicated a willingness to furnish the desired information.

Since the information was submitted by the States within Public Roads regions and the interest primarily is confined to State maintenance features and costs within their own locale, the extracted data are compiled by Public Roads regions. The expenditure information supplied by the various States was fitted into the codes listed in the maintenance chapters in the AASHO Manual of Uniform Highway Accounting Procedures, Expenditure Classification for Maintenance Costs in order to have a uniform means of presenting the cost data for analyses and review.

This is a preliminary report and reflects mainly 1963 costs, since costs for that year were reported most frequently. The data listed in tables 1 through 16 are tabulated by regions, by rural and urban sections with interchanges included and with interchanges separated, and with ramp mileage.

For 9 sections of rural data with interchanges separated, the weighted average cost for the latest submitted expenditures is \$2,593 per centerline mile.

The expenditures ranged from a low of \$807 in Arizona to a high of \$10,504 in New Jersey per centerline mile.

The cost per centerline mile of urban sections with interchanges separated, ranged from \$4,284 in Arizona to a high of \$7,113 in New Jersey with a weighted average of \$5,120. The expenditures for the comparison year, indicate a high maintenance cost on structures in Arizona of \$1,010 per centerline mile where New Jersey reported no structure cost for that year. New Jersey in turn reported \$2,230 for snow removal where Arizona reported practically none. Actually the sampling is rather small for urban costs and a true comparison cannot be made of the data.

The urban sections with interchange data included in the total cost indicated a weighted average centerline expenditure of \$9,698 and these reported costs varied from a low of \$2,203 in South Dakota to a high of \$22,705 in Maine. On the section in Maine, \$13,206 was extended per centerline mile for snow and ice control and on the section in South Dakota only \$843 was accounted for the same item.

For the rural sections with interchange data included in the total, the weighted average maintenance expenditure was \$3,153 per centerline mile. These data were obtained from a large sample of 537.3 miles for 36 sections.

The interchange maintenance costs indicated a weighted average cost of \$5,805 per mile of ramps. Again, it is based on a relatively small sample and varies from \$234 in Nevada to \$20,795 in New Jersey. On the section in New Jersey, 55 percent of the total expenditure was for snow and ice control. There was no expense reported for the Nevada section for this item.

Of course it is generally recognized that costs vary from State to State and even within the same State. Such items as snow removal, lighting, landscaping, location, rural and urban sections, number of interchanges, traffic volume and type, number of lanes, etc. play a very important role in the amount of funds that are necessary to maintain a particular section of roadway. Perhaps a regional synopsis of the sections submitted will explain a few of the high cost items included in the data.

REGION 1

Region 1 submitted data from Maine, Massachusetts, New Jersey, New York and Vermont. The table on design data will aid somewhat in comparing these sections against one another within a State and against costs from other States.

1. *Maine*

An interesting item concerning the sections from Maine is that all sections, with the exception of I-95 which is 12.9 miles in length, were lighted and landscaped. Section III, urban spur I-395 had a lighting operating cost of \$6,708 included in the total expenditure of \$22,705 per centerline mile. If this expense were deducted for comparative purposes, the cost per centerline mile would be \$17,914. Two sections in Maine of 4-lane, rural, flexible pavement had a weighted average maintenance expenditure for 1963 of \$4,322. The cost of Section I was \$4,014 and section II was \$4,593 per centerline mile. Section I is lighted and landscaped and Section II is neither lighted nor landscaped.

Sections III and IV of 4-lane, urban, flexible pavement in Maine had a weighted average expenditure of \$12,026, whereas the cost of Section III is \$22,705 and Section IV is \$8,911 per centerline mile. Both Sections III and IV are industrial spurs, lighted, landscaped, and carry approximately the same amount of traffic.

All sections in Maine indicate that the cost of snow and ice control range from 42 to 77 percent of the accumulated cost of maintaining the sections during the past years; traffic services range from 8 to 42 percent; roadside and drainage from 2 to 22 percent; and the remaining percentage is included in the other functions.

2. *Massachusetts*

The Massachusetts sections are all landscaped, and Section II, I-91 in Springfield, 0.9 mile in length, is lighted at a cost of \$6,075 which if deducted would result in a cost of \$8,200 per centerline mile instead of the reported \$14,921. Snow and ice control costs appear to be relatively low for the reported sections. It is noted that the expenditure breakdown clearly indicates labor, material, and equipment costs for each major item of work, and field and office overhead costs are included in these expenditures.

3. *New Jersey*

All the New Jersey sections were lighted and all but the interchange section of 0.3 mile of ramps were landscaped. Lighting costs, traffic services, snow and ice control, and roadside and drainage percentage costs account for a large portion of the maintenance dollar.

4. *New York*

New York has an interesting set of sections in that three rural sections are contiguous—two are asphalt and one is concrete. The concrete section at one extreme end has 5 interchanges, one asphalt section in the middle has 4 interchanges, and the asphalt section on the other end has 9 interchanges. The latest submitted yearly expenditures for the asphalt and concrete section with approximately the same number of interchanges is \$6,167 and \$6,396 per centerline mile, respectfully. On the other asphalt section, \$8,076 was expended for maintenance but it has 9 interchanges included in the per centerline mile expense. The accumulative cost percentage breakdown of expenditures of the comparable asphalt and concrete section is the same in which shoulders are 11 percent; maintenance supervision 17 percent; snow and ice control 57 percent; traffic services 2 percent; and all other functions absorb the remaining cost.

5. *Vermont*

Vermont expended in the year ending June 1964, a percentage range of 28 to 66 of its maintenance dollar on snow removal for the test sections and maintenance supervision was rated as the next highest feature.

REGION 4

Region 4 submitted data for Indiana, Michigan and Wisconsin.

1. *Indiana*

Indiana's expenditures break down the total item costs as to materials, equipment, and labor where equipment costs are calculated by using 22.1 percent of total material plus labor costs.

2. *Michigan*

Michigan expended 24 to 84 percent of its maintenance budget on the test sections on snow and ice control with traffic services as the next leading item.

3. *Wisconsin*

Wisconsin has an interesting set of figures where the rural main line costs for 2 sections is \$1,486 and \$2,553 per centerline mile for fiscal year 1964, with interchange costs included, and \$1,979 per centerline mile for a rural section without the interchange costs included. However, the cost of maintaining a rural interchange by itself is reported as \$7,566 per mile. A quick assumption is that all expenditures are not cut and dried but depend upon many variables.

REGION 5

Region 5 submitted data from Iowa, North Dakota, and South Dakota.

1. *Iowa*

Iowa was well represented with 9 sections. Snow and ice control for these sections accounted for 36 to 55 percent of the total accumulated maintenance costs, with roadside and drainage varying from 9 to 51 percent, and traffic services from 8 to 29 percent.

2. *North Dakota*

It is noted the sections submitted are from 5 to 6 years old and that maintenance costs for roadway surface operations plus roadside and drainage items account for approximately 50 percent for each of the three sections. The location and review notes of the sections indicate a very poor load carrying characteristic of the soil condition of the area.

It is noted patrolling on the Interstate System accounts for 8.0, 13.1, and 6.4 percent of the total maintenance expenditures on each of the three sections or \$157.75, \$143.88, and \$73.84 per centerline mile, respectively.

REGION 6

Region 6 submitted data from Louisiana, Oklahoma and Texas.

1. Louisiana

Louisiana shows a breakdown of expenditures on equipment, labor, and materials for each general function. Shoulder costs are high—47 percent of total cost on one section of I-20, 13.5 miles in length, because of replacement costs. This obviously is not typical of shoulder maintenance costs for the State.

2. Oklahoma

The breakdown of expenditures includes equipment, materials, and labor costs for each function of work. The roadside and drainage items account for 40 to 64 percent of the accumulated total of maintenance expense for the test sections.

3. Texas

Office and field supervision are prorated in costs and as such are included in the breakdown of labor, materials, and equipment items of the various functions. Roadside and drainage costs are included in the general function of maintaining shoulders and side approaches. Traffic service items command a high percentage of the maintenance dollar in the Texas test sections and vary from 54 to 78 percent for the year ending August 31, 1964.

REGION 7

Region 7 has submitted data from Arizona, California, and Nevada.

1. Arizona

One section in the Arizona submission has a high cost of litter cleaning of \$15,350 for 1963 and \$10,256 for 1964 or \$3,004 and \$2,007 per centerline mile for 1963 and 1964, respectively. This is due to the need for cleaning up debris falling from gravel and garbage trucks in a depressed roadway section. It requires the full time services of three men, one dump truck, and one power broom to keep the area properly maintained.

2. California

Shoulder and side approach items are included in the costs recorded with the roadway surface operation. The major items of maintenance expenditures in California are traffic services and roadside and drainage.

3. Nevada

The two rural sections in Nevada present interesting facts in that one section expends \$392 per centerline mile for snow removal and the other section has no expenses for this item. Both sections have patrolling and lighting costs in the traffic services item.

REGION 9

Region 9 was represented by New Mexico.

1. New Mexico

The maintenance expenditures per centerline mile are not included in the tables because the data submitted are for accumulated years, since the roadways were opened to traffic. If it is assumed the year opened to traffic amounts to a full year of operation, these average yearly expenditures per centerline mile amount to \$775 and \$517 for the two rural sections and \$816 for the urban section.

CONCLUSIONS

A detailed and accurate recordkeeping method for recording maintenance expenditures on selected Interstate System sections within a State will eventually provide a guide as to the funds that will be necessary to maintain the completed Interstate System. There will thus be much less doubt as to future maintenance dollar requirements and those responsible for this work should be able to ascertain quickly the areas where any unusual situation exist. More efficient planning could perhaps, result in significant savings in maintenance time and money.

Table #1

DESIGN DATA ON STUDY SECTIONS

Region	State	Hwy. No.	Yr. Opened	Type	On-Line Length (in 1000's)	Traffic Vol. (in 1000's)	No. Lanes	Pvt. Type				
1	Me.	I-95	58-60	R	11.4	4.16-.5T	4@12	BPM				
		I-95	58-60	R	12.9	3.50-.4T	4@12	BPM				
		I-395	58-60	U(Spur)	1.4	6.50-1.0T	4@12	BPM	Industrial Spur			
		I-95	58-60	U "	4.8	9.20-.8T	4@12	BPM	"			
		I-95	58-60	U(Int.)	1.0	1.16-.1T	1@20	BPM	Curbed Section - No shoulders - Ramp mileage			
Vt.	Vt.	I-95	59-60	U "	2.4	.80-.1T	2@16	BPM	Interchange			
		I-89	61	R(Int.)	1.4	5.6		BPM	Interchange - ramp mileage			
		I-91	60	U	4.1	7.1	4@12	BPM	No ramp mileage			
		I-89	60	R	10.8	5.6	4@12	BPM	" "			
		I-91	59	R	7.5	6.5	4@12	BPM	No interchange incl.			
Mass.	Mass.	I-91	60	U(Int.)	1.3	7.1		BPM	Interchange - ramp mileage			
		I-93	58-62	U	6.0	26.80-4.1T	3@12-1@14	BPM	No breakdown on interchange; There are 2 1/2 in this section			
		I-91	60	U	0.9	17.70-2.0T	2@12-1@14	BPM	" "	" "	1 1/2	"
		I-91	59-60	R	3.3	17.70-2.0T	2@12-1@14	BPM	" "	" "	"	"
		I-93	59-60	R	6.8	17.90-2.7T	3@12-1@14	BPM	" "	" "	There are 4 1/2 in this section	
N.Y.	N.Y.	I-81	61	R	10.8	6.2	4@12	BPM	No breakdown on interchanges; there are 4 in this section			
		I-81	59-61	R	20.1	8.4	2@12-2@18	POC	" "	" "	" 5	"
		I-81	59-61	R	27.5	4.6	4@12	BPM	" "	" "	" 9	"
		I-287	62	U	10.3	34.6	6@12	POC	" "	" "	" 12	"
		I-80S	57	U	2.0	36.40-4.5T	8@12-2@13	POC				
N.J.	N.J.	I-295&I-80S	61	U(Ramps)	0.3	33.70-1.3T	2@12-1@14	BPM	Interchange - ramp mileage			
		I-80; I-295&I-295	61	3 Int.	4.6	3.20-0.8T	2@12-3@12	BPM	Three interchanges - ramp mileage			
		I-80	60	R	8.8	3.60-1.3T	4@12-2@13	BPM				
		I-80	60	R	4.6	9.70-2.3T	4@12-2@13	BPM				
		I-80	59	R	1.1	9.70-2.3T		BPM	Interchange - ramp mileage			
I-78	I-78		59	R	3.8	9.20-6.2T	2@12-2@13	POC				

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Table #1
(Cont'd)

DESIGN DATA ON STUDY SECTIONS

Region	State	Rev. No.	Yr. Opened	Type	C-Line Length	Traffic Vol. (in 1000's)	No. Lanes	Pvt. Type	No breakdown on	Interchanges		
6	Okla.	I-35	61	R	18.9	5.8	4@12	PCC	"	"		
		I-35	60	U	12.6	23.6	4-8 @12	BPM	"	"		
		I-35	61	R	12.1	4.5	4@12	BPM	"	"		
	La.	I-10		U	4.3	36.0C	6@12	PCC	"	"	- There are 3 in this section	
		I-20		R	13.5	3.7C	4@12	PCC	"	"	"	"
		I-20		R	12.1	3.7C	4@12	PCC	"	"	"	"
		I-20		R	0.7	3.6C	4@12	PCC	"	"	"	"
		I-10		R	7.7	7.4C	4@12	PCC	"	"	- There are 5 in this section	
	Tex.	IH-10	61	U	8.0	13.3C-1.7T	4-6@12	PCC	"	"		
		IH-10	54-58	U	4.0	21.6C-1.0T	4-6@12	PCC	"	"		
		IH-45	59-61	R	14.4	4.7C-1.7T	4@12	PCC	"	"		
		IH-35	60	R	1.9	6.5C-.8T	4@12	PCC	"	"		
7	Calif.	I-405		U(Int.)	0.8	110.3C-6.6T	8@12	PCC	Interchange - Valley			
		I-8		U	0.6	62.7C-1.2T	8@12	PCC	"	"		
		I-80		U	6.2	54.0C-2.8T	6@12	PCC	No breakdown on Interchange - Valley			
		I-405		U	7.5	118.3C-7.1T	8@12	PCC	"	"	- "	
		I-8		U	6.0	55.4C-3.4T	6-8@12	PCC	"	"	- "	
		I-5		R	7.3	4.8C	4@12	PCC	"	"	- Mountain	
		I-80		R	20.9	6.6C-.5T	4@12	PCC	"	"	- "	
		I-15		R	28.3	10.3C-1.0T	4@12	BPM	"	"	- Desert	
		I-15	60	R	17.6	6.6C-.6T	4@12	BPM	No interchange included			
		I-80	61	R	12.7	2.0C-.3T	4@12	BPM	"	"		
	Nev.	I-80	62	R(Int.)	1.3	2.4C-.3T	1@12	BPM	Interchange with US 95			
		I-80	59	R(Int.)	1.7	6.5C-.6T	1@12	BPM	Interchange State line			

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Table #1
(Cont'd)

DESIGN DATA ON STUDY SECTIONS

Region	State	RwyNo.	Yr. Opened	Type	C-Line Length	Traffic-Vol (in 1000's)	No. Lanes	Pvt. Type	No Interchange Incl.	Interchange - Univ. Farms	No Interchange Incl.	Interchange - Cordes Act.
7	Ariz.	I-17	60	U	5.1	28.4	6@12	PCC	No Interchange Incl.			
		I-10	60	R	19.0	6.6	4@12	BPM	"			
		I-10	59	U	2.6	15.5	4@12	PCC	"			
			60	U(Int.)	1.1	10.2		PCC	Interchange - Univ. Farms			
		I-17	60	R	7.0	2.7	4@12	BPM	No Interchange Incl.			
9	N.Mex.	I-17	60	U(Int.)	1.3	1.2		PCC	Interchange - Cordes Act.			
		I-25	58	R	24.5	2.6	4@12	BPM	No breakdown on Interchange - There are 2 in this section			
		I-40	57-59	R	15.1	5.3	4@12	BPM	"			
		I-40	62	R	10.0	4.6	4@12	PCC	"			
		I-40	60-63	U	3.9	8.9	4@12	PCC	"			

Table #2

MAINTENANCE EXPENDITURE PER C-LINE MILE

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Region	State	Hwy. No.	Pvt. Type	C-line		Shoulder	Base &		Rd. side &	Snow and	Traffic	Unusual	General	Total Cost
				Length	Surface		Drainage	Structures						
1	N.J.	I-80	Flex	8.8	\$60				RURAL WITH INTERCHANGES SEPARATED					
		I-80	Flex	4.6	30	\$5			\$1551 1938	\$4058 5916	\$449 2,615	-	-	\$6,118 10,504
	Vt.	I-81	Flex	10.8	191	565		\$39	384	2155	410	-	\$859	4,603
		I-91	Flex	7.5	17	2		463	366	945	704	-	831	3,328
4	Wisc. I-90	694	Flex	3.7	223	119		115	127	1197	198	-	-	1,979
7	Ariz.	I-10	Flex	19.0	166	9		-	177	-	362	-	93	807
		I-17	Flex	7.0	15	-		-	582	-	647	-	186	1,430
	Nev.	I-15	Flex	17.6	148	92		-	376	-	309	2	-	927
		I-80	Flex	12.7	66	-		-	97	392	384	-	-	939

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Region	State	HwyNo.	Pvr. Type	c-line Length	Surface & Base	Shoulders	Rd-side & Drainage	Structures	Snow and Ice Control	Traffic Services	Unusual Disaster	General Functions	Total Cost
1	Me.	I-95	Flex	11.4	\$149	\$24	RURAL	INTERCHANGES	INCLUDED				
		I-95	Flex	12.9	255	107	\$866	\$ 45	\$2313	\$617	-	-	\$4914
	Mass.	I-91	Flex	3.3	-	137	996	235	2651	349	-	-	4593
		I-93	Flex	6.8	9	-	2137	-	321	1408	-	\$724	4727
	N.Y.	I-81	Flex	10.8	10	1008	1579	136	771	986	-	844	4825
4	Ind.	I-81	Rigid	20.1	25	1043	778	183	2963	156	\$1	1068	6167
		I-81	Flex	27.5	95	2068	806	189	3066	161	1	1105	6896
		I-65	Rigid	5.4	156	174	1042	193	2225	1141	127	1185	8076
		I-74	Rigid	10.9	275	190	275	62	354	62	141	689	1913
		I-96	Flex	3.9	42	61	1502	4	596	398	-	210	3175
5	Mich.	I-96	Flex	5.5	10	81	34	-	2329	250	-	86	2790
		I-96	Flex	13.5	121	159	427	-	3834	840	-	128	5332
		I-94	Rigid	25.1	456	199	704	-	1398	449	-	226	3057
		I-94	Rigid	4.2	347	166	1019	62	653	57	-	107	2553
		I-90694	Rigid	44.8	265	1	89	25	595	264	-	-	1486
5	N. D.	I-94	Rigid	13.9	487	7	262	-	149	424	-	-	1101
		I-79	Rigid	32.8	348	15	544	128	97	381	336	-	1980
		I-79	Rigid	32.8	348	15	296	1	164	298	38	-	1160

Table #3
(Cont'd)

MAINTENANCE EXPENDITURES PER C-LINE MILE

[illegible]

BPR MAINTENANCE COST STUDY
INTERSTATE SPECIAL SELECTED
HIGHWAY SECTIONS

Table #4

MAINTENANCE EXPENDITURES PER C-LINE MILE

Region	State	HwyNo.	Pvt.Type	C-Line Miles	Surface & Base	Shoulders	Roadside & Drainage	Structure	Snow & Ice Control	Traffic Services	Unusual Disaster	General Functions	Total Cost
1	N. J.	I-80S	Rigid	2.0	\$359	\$791	URBAN	WITH INTERCHANGES	SEPARATED				
							\$1838	-	\$2230	\$1895	-		\$7113
	Vt.	I-91	Flex.	4.1	7	193	351	\$425	2423	459	-	\$831	4689
7	Ariz.	I-17	Rigid	5.1	111	85	2394	1010	5	405	-	274	4284
							2695	-	-	2128	58	536	5905

Table #7

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

PERCENTAGE OF LAST ANNUAL EXPENDITURES
RURAL WITH INTERCHANGES SEPARATED

Type of Work	New Jersey	Vermont	Wisconsin	Arizona	Nevada
Surface & Base	1	4	11	20	16
Shoulders	-	12	6	1	7
Roadside & Drainage	26	8	6	22	10
Structures	-	1	6	41	41
Snow & Ice Control	66	14	-	-	-
Traffic Services	7	28	61	-	42
Unusual Disaster	25	9	10	45	33
General Functions	-	21	-	41	41
	-	-	-	-	-
	100%	100%	100%	100%	100%

EPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Table #8

PERCENTAGE OF LAST ANNUAL EXPENDITURES
RURAL WITH INTERCHANGES INCLUDED

C-Line Expenditures

ROADS WITH INTERCHANGES INCLUDED										C-line Expenditures	
Type of Work	Maine	Mass.	New York	Indiana	Michigan	Wisconsin					
Surface & Base	4	5	-	-	9	18	23				
Shoulders	1	2	3	-	6	3	11				
Roadside & Drainage	22	45	37	13	14	8	23				
Structures	1	5	-	3	3	-	2				
Snow & Ice Control	57	58	7	18	19	84	72	46			
Traffic Services	15	8	30	23	3	12	9	16	15		
Unusual Disaster	-	-	-	-	8	-	-	-	-		
General Functions	-	-	15	19	36	7	3	2	7		
	100%		100%		100%			100%			
Surface & Base	3	2	4	-	7	11	1	4			
Shoulders	3	3	2	1	10	9	5	9			
Roadside & Drainage	36	30	25	9	27	16	51	37			
Structures	-	-	1	-	6	-	-	-			
Snow & Ice Control	47	36	52	65	38	46	35	40			
Traffic Services	11	29	16	25	12	18	8	10			
Unusual Disaster	-	-	-	-	-	-	-	-			
General Functions	-	-	-	-	-	-	-	-			
California											
Surface & Base	21	13	44								
Shoulders	-	-	-								
Roadside & Drainage	51	26	10								
Structures	-	1	1								
Snow & Ice Control	15	45	4								
Traffic Services	11	15	41								
Unusual Disaster	2	-	-								
General Functions	-	-	-								

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Table #9

PERCENTAGE OF LAST ANNUAL EXPENDITURES
URBAN WITH INTERCHANGES SEPARATED

Type of Work	New Jersey	Vermont	Arizona
Surface & Base	5	-	3 6
Shoulders	11	4	2 2
Roadside & Drainage	26	7	56 46
Structures	-	9	24 -
Snow & Ice Control	31	52	- -
Traffic Services	27	10	9 36
Unusual Disaster	-	-	- 1 1
General Functions	-	18	6 9
	100%	100%	100%

Table #10

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

PERCENTAGE OF LAST ANNUAL EXPENDITURES
URBAN WITH INTERCHANGES INCLUDED

Type of Work	Mass.	New York	Michigan	Iowa	So. Dakota
Surface & Base	2	7	-	6	7
Shoulders	-	1	1	12	-
Roadside & Drainage	4	17	22	22	9
Structures	4	9	10	1	2
Snow & Ice Control	58	42	24	41	38
Traffic Services	32	12	40	18	12
Unusual Disaster	-	-	-	-	-
General Functions	-	12	3	-	32
	100%	100%	100%	100%	100%
Surface & Base	17	15	California		
Shoulders	-	10	12 2 8		
Roadside & Drainage	50	-	-		
Structures	9	-	59 64 25		
Snow & Ice Control	-	-	2 2 1		
Traffic Services	29	4	1 4 13		
Unusual Disaster	1	73	26 28 53		
General Functions	-	-	-		
	100%	100%	100%		

BPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

Table #11

PERCENTAGE OF LAST ANNUAL EXPENDITURES

Type of Work	INTERCHANGE RAMP MILEAGE									
	Maine	New Jersey	Vermont	Wisconsin	Louisiana					
Surface & Base	4	2	1	3	-					
Shoulders	1	2	-	-	18					
Roadside & Drainage	14	-	26	46	10					
Structures	17	2	-	4	16					
Snow & Ice Control	68	47	28	55	10					
Traffic Services	31	51	41	30	38					
Unusual Disaster	-	-	-	13	8					
General Functions	-	-	-	4	-					
	100%	100%	100%	100%	100%					
Surface & Base	Arizona	California	Nevada							
Shoulders	21	14	-	-						
Roadside & Drainage	11	-	-	-						
Structures	-	58	64	30	54					
Snow & Ice Control	-	1	-	-	-					
Traffic Services	41	4	13	-	-					
Unusual Disaster	-	75	23	15	46					
General Functions	-	-	-	55	-					
	27	-	-	-	-					
	100%	100%	100%	100%	100%					

Table #12

PERCENTAGE OF ACCUMULATED MAINTENANCE EXPENDITURES
RURAL WITH INTERCHANGES SEPARATED

Type of Work	Region 1		Region 4		Region 7	
	New Jersey	Vermont	Wisconsin	Arizona	Nevada	
Surface & Base	1	2	7	33	5	16
Shoulders	-	6	6	1	-	10
Roadside & Drainage	26	19	12	31	34	41
Structures	-	1	4	-	-	-
Snow & Ice Control	66	56	62	-	-	42
Traffic Services	7	25	9	28	55	33
Unusual Disaster	-	-	-	-	-	41
General Functions	-	6	-	7	6	-
	100%	100%	100%	100%	-	100%

Table #13

PERCENTAGE OF ACCUMULATED MAINTENANCE EXPENDITURES RURAL WITH INTERCHANGES INCLUDED

[illegible]

EPR Maintenance Cost Study
Interstate Special Selected
Highway Section

PERCENTAGE OF ACCUMULATED MAINTENANCE EXPENDITURES
URBAN WITH INTERCHANGES SEPARATED

Table #14

Type of Work	Region 1		Region 7	
	New Jersey	Vermont	Arizona	
Surface & Base	5	-	3	10
Shoulders	11	5	2	3
Roadside & Drainage	26	16	22	47
Structures	-	7	17	-
Snow & Ice Control	31	46	-	-
Traffic Services	27	14	13	21
Unusual Disaster	-	1	-	1
General Functions	-	11	3	18
	100%	100%	100%	

EPR Maintenance Cost Study
Interstate Special Selected
Highway Sections

PERCENTAGE OF ACCUMULATED MAINTENANCE EXPENDITURES
URBAN WITH INTERCHANGES INCLUDED

Table #15

Type of Work	Region 1					Region 4		Region 5		
	Maine	Mass.	New York	Michigan	Iowa	So. Dakota	Region 9 New Mexico			
Surface & Base	2	1	6	-	6	26				
Shoulders	-	-	1	1	12	-				
Roadside & Drainage	5	38	23	22	22	21				
Structures	21	1	5	10	1	1				
Snow & Ice Control	42	8	44	24	41	18				
Traffic Services	28	29	8	40	18	16				
Unusual Disaster	2	-	1	-	-	-				
General Functions	-	21	12	3	-	18				
	100%	100%	100%	100%	100%	100%				
Surface & Base	Louisiana	Region 6 Okla.	Texas	Region 7 California	Region 9 New Mexico					
Shoulders	8	12	18	13	10					
Roadside & Drainage	-	6	6	-	5					
Structures	57	60	-	65	10					
Snow & Ice Control	13	2	-	1	35					
Traffic Services	-	2	1	4	4					
Unusual Disaster	23	13	75	16	36					
General Functions	1	1	-	1	-					
	100%	100%	100%	100%	100%					

Table #16

PERCENTAGE OF ACCUMULATED MAINTENANCE EXPENDITURES
INTERCHANGE RAMP MILEAGE

Type of Work	Region 1				Region 4		Region 6	
	Maine	New Hampshire	Massachusetts	Vermont	Wisconsin	Louisiana		
Surface & Base	2	4	2	1	3	-	1	
Shoulders	-	1	-	2	-	1	-	
Roadside & Drainage	1	16	-	26	22	46	15	
Structures	-	5	-	2	-	4	-	
Snow & Ice Control	54	55	47	28	55	30	86	
Traffic Services	43	19	51	41	23	13	5	
Unusual Disaster	-	-	-	-	-	4	-	
General Functions	-	-	-	-	-	-	5	
	100%		100%				100%	
Region 7								
Surface & Base	6	14	9	4	-	-	-	
Shoulders	3	-	-	-	-	-	-	
Roadside & Drainage	40	54	50	54	30	54	-	
Structures	-	-	1	1	-	-	-	
Snow & Ice Control	-	-	9	11	-	-	-	
Traffic Services	45	32	31	30	15	46	-	
Unusual Disaster	-	-	-	-	55	-	-	
General Functions	6	-	-	-	-	-	-	
	100%		100%		100%		100%	

The CHAIRMAN. As I see it, we are going to find the States in short supply of dollars to do certain building?

Mr. WHITTON. Yes; there is a problem of money with most of the States on both construction and maintenance activity.

In most States maintenance and construction cost comes out of the same fund.

The CHAIRMAN. We are thinking of a long-range projection, of course. We had testimony from D. G. Malcolm, president of Management Technology, Inc., on May 13.

I am not sure whether you are familiar with the testimony. He said:

Current interpretations or appropriations policy make it very difficult to finance programs to these ends. It is also important to set more detailed criteria for the planning and scheduling information needed at the BPR level which will require advance plans and schedules from the several States to be companion to the 104(b)5 cost estimates currently required. With this capability, the cost, manpower and schedule feasibility of State Programs could be assessed and schedules to completion would become generally—he used the word—“visible” to management of the program and the public.

He went further to say that:

Current Federal Highway Department policy is that the States will pay all of the maintenance involved in the Interstate System. The adequacy of State funding and planning for handling Interstate maintenance is not currently a criterion in the release of Federal funds for engineering and construction programs. Maintenance requirements on Interstate Roads will both grow as the facilities age and be more demanding in the way of response time for effective repairs.

Then he closed with this portion that I want to have discussed:

The Federal interest and investment in these facilities suggests that the adequacy of State programs should be examined and policies established which will ensure that adequate maintenance is provided.

Would you discuss this with the subcommittee?

Mr. WHITTON. First, Mr. Chairman, I thoroughly agree that adequate maintenance should be provided and I think that each State should assume the responsibility of providing adequate maintenance.

I realize that Interstate maintenance is going to be and is more expensive than maintenance on primary and secondary highways.

However, as of now I personally believe that maintenance should remain the responsibility of the State to finance. The Bureau of Public Roads presently evaluates the maintenance by the various States and makes reports to the States when the maintenance is not adequate, but I feel, and I say again, that the maintenance responsibilities should remain with the State.

The CHAIRMAN. This has always been the traditional pattern?

Mr. WHITTON. Yes, sir.

The CHAIRMAN. Has it ever been changed in any way?

Mr. WHITTON. To my knowledge there never has been any Federal money spent in maintenance work in a State. It is my impression that money was spent for maintenance in Alaska prior to its becoming a State. That is true.

However, as of now no maintenance money to my knowledge has been spent in a State.

The CHAIRMAN. Section 307 of the code, research and planning, provides 1½ percent of authorized funds for research and planning. That is \$60 million, I believe.

Mr. WHITTON. Yes, sir.

The CHAIRMAN. We are told that more than this is required if we are to have continuous and comprehensive planning for these metropolitan areas. What about this amount?

Mr. WHITTON. As of now we have found 11½ percent to be sufficient in most States.

The CHAIRMAN. What about the other research that would be necessary?

Mr. WHITTON. Sir?

The CHAIRMAN. Actually it wouldn't leave very much for other research, would it?

Mr. WHITTON. It is provided in the law that an additional one-half of 1 percent can be used for research and planning and to the best of my knowledge most States have not yet taken advantage of that additional one-half of 1 percent.

The 11½ percent is mandatory, but I don't believe many States have used any part of the extra one-half percent permitted. We will put in the record which States have, if you would like to have it.

Mr. BOYD. I can give you those States I believe.

The CHAIRMAN. Thank you.

Mr. BOYD. That is on the additional one-half percent planning and research funds.

For the period October 24, 1962, through April 30, 1966, Connecticut has obligated \$137,839, Delaware \$47,401, Maine \$97,328, New York \$840,823, North Carolina \$228,951, Rhode Island \$101,989, Vermont \$58,736, the District of Columbia \$76,973, and Puerto Rico \$43,087 for a total of \$1,633,127.

Senator MUSKIE. In the course of these hearings, Mr. Secretary, we received testimony from President D. G. Malcolm, of Management Technology, Inc.

He made some comments relative to the validity of our present methods for evaluating progress in the interstate program. I wonder if I might read a paragraph from his testimony and ask you gentlemen to comment on it.

I quote:

From a professional management point-of-view one can raise the question of whether we are currently measuring real progress on the Interstate System. Is it realistic to measure progress in terms of linear miles completed without explicitly taking the difficulty factor into consideration? Do measures of program status and future schedules clearly and simply illustrate the real accomplishment and the work remaining to be done? Some rethinking of management information displays relative to the program may well be in order.

I was not present at the hearings and I don't know what he means by "difficulty factors." I wonder if you gentlemen have given any thought to this problem and whether you have any comments on it?

Mr. BOYD. I would rather not answer the question as to whether I have given any thought to it, but I will give you the benefit of the thinking I have done.

Senator MUSKIE. For example, what strikes me is the fact that it is easier to build a mile of road in the rural area than it is in the city and when we measure linear construction and unfinished linear miles we are not really getting the picture of how much remains to be done relative to what has been done.

Mr. BOYD. I think that both the Bureau and the Department have attempted to indicate wherever the opportunity arose that we obviously expect much more difficulty in completing the urban sections of the Interstate System because of the variety of factors which come into play which are not apparent in the rural areas.

However, I would say this: That when one talks about the difficult index, if you will, we have moved into what is a relatively subjective area and I am led to the question of what really is to be accomplished by trying to calculate for statistical purposes the level of difficulty that we will have to measure in order to complete the Interstate System.

I frankly, speaking very personally, think that even today we are probably not fully aware of what all the problems will be in trying to complete the urban sections of the Interstate System.

Based on my very limited experience in this area I am convinced that there are very articulate local elements within the urban areas of this country who have basic disagreement with the criteria that have been utilized in developing interstate routings in the urban areas.

Senator MUSKIE. Is the urban construction remaining a higher proportion of the remaining mileage than the urban construction was of the already constructed mileage?

Mr. BOYD. The remaining urban segments are the difficult ones.

Mr. Whitton might be able to give you a more definite answer.

Mr. WHITTON. I am not sure that the percentage of urban mileage remaining uncompleted, of the total percentage of urban mileage is greater than the percentage of rural uncompleted mileage compared to the total rural mileage. I am convinced however that the tough ones are the remaining ones if you want to measure difficulty. Like Mr. Boyd, I have no yardstick for measuring the difficulty because new problems arise almost every day and you just can't predict what difficulty may lie ahead on any particular urban section.

The CHAIRMAN. Mr. Whitton, you are certain, however, that the problem of the building of roads in the metropolitan sections of the country is the biggest problem right now?

Mr. WHITTON. Yes, sir. It is not the only one, but certainly it is the largest and, I must say that you can't predict ahead of time what the problem will be in any individual community.

I know that in some places we have thought, well, this group will want us to be closer to the urban area and it turns out they want us to be farther away, and the decision in my judgment is often made by one man who happens to be a leader in thinking in that community and he will present his view and it becomes predominant.

The CHAIRMAN. Mr. Whitton, you are speaking of the varying viewpoints?

Mr. WHITTON. Yes, sir; varying viewpoints in different communities.

The CHAIRMAN. Here we are in the Nation's Capital and we are lagging. Isn't that right?

Mr. WHITTON. Yes, sir.

The CHAIRMAN. And how are we going to resolve this situation in the District of Columbia? I think this is a very crucial situation.

Mr. WHITTON. I will have to speak personally now.

I think one day, and I think we are near that day, we will have to quit planning and start building. I don't mean to deliberately elimi-

nate all planning in the future, but if you just keep planning indefinitely there is always some other idea to be considered and somebody wants to be heard.

If we are going to finish we have to start building, and I think we have reached that point in the District, where we need to start building, and I think some progress was made yesterday.

The CHAIRMAN. You feel then that the announcement we read today does have a hope for action?

Mr. WHITTON. I think that was progress; yes, sir. I think it will be.

Mr. BOYD. May I comment, Mr. Chairman?

The CHAIRMAN. Yes, sir; Mr. Secretary.

Mr. BOYD. I quite agree with Rex, but I also feel that we are about at a stage in our development where somehow, someway, we have to start thinking in terms of the total transportation complex, and I am convinced from reading the newspapers about the Washington, D.C., situation that a part of the problem has been a fear on the part of some people who are quite articulate that if the highway construction program goes ahead this will in turn mean a death knell to other forms of transit.

I think that probably in the final analysis it will be up to the Federal Government to be looking at the total transportation system rather than dealing with portions of it and making funds available, as we are, through our allocations in many urban areas for highway construction without consideration of additional or alternative means of transportation which, as I see it, places the political authorities in the urban community in a very unhappy and untenable position where their only real alternative is to say we will not accept Federal money, and this is just not my idea of wise political action.

I want to make one thing very clear, gentlemen of the committee, if I may. I am not by inference urging that the highway trust fund revenues be made available for other forms of transportation. In fact, I assure you it is with the greatest sincerity I say that I do not believe we have sufficient funds in the highway trust fund to build the roads we must build, in any event, but I do believe very strongly that, particularly in the urban areas, we are not going to be able to solve the transportation problems by building highways alone.

The CHAIRMAN. Thank you.

I appreciate the comments of both you and Mr. Whitton on this point.

Senator MUSKIE. In terms of the percentage of the program that is completed the figure 52 percent has been used. We do not have the job 52-percent done in terms of the comparative complexity of the job that lies ahead and the job that we finished. The 52-percent figure is extremely misleading. We don't know how much.

Mr. BOYD. If anyone acknowledges the difficulty factor that is absolutely true. From the linear point of view, as the preceding tables show, we have 49.5 percent of the 38,628 free miles constructed and open to traffic, and including the toll roads, we have 52.5 percent of the total 41,000 miles completed as of March 31, 1966.

Senator MUSKIE. Of course we understand we are only talking about linear miles and it is not misleading.

Mr. BOYD. Yes, sir. In terms of dollars I don't think we are 50 percent through because I am convinced the cost of building in the city,

excluding any emotional, social, political, or other kinds of considerations, is going to be higher for the balance of the program than has been true for the first half.

Senator MUSKIE. Your present schedule is to complete the program in 1972?

Mr. BOYD. Yes, sir.

Senator MUSKIE. Wholly apart from the dollars, can this program be completed by 1972?

Mr. BOYD. From an engineering and construction point of view?

Senator MUSKIE. Counting all of these other factors.

Mr. BOYD. Yes, sir.

Senator MUSKIE. I would like to get into another question and will soon.

Mr. BOYD. As of this moment it can be completed.

Senator MUSKIE. One of the difficulties you are involved with in the urban areas is the problem of relocation which we are going to cover a little more thoroughly later in the hearing this morning as Senator Kennedy testifies.

Senator Kennedy, I understand, is having a little transportation problem getting here from Boston.

Mr. BOYD. He must be on an uncompleted section.

Senator MUSKIE. I know that in urban renewal there has been considerable delay in completing projects because of the problem that is involved in the relocation of people, the reluctance of people to give up their businesses and their homes for what they consider to be sometimes sentimental reasons, but other times very real economic reasons.

Our policies thus far do not make people whole when the Government runs over their businesses or over their homes with an urban renewal or a highway project. You have not really gotten into this problem as deeply as you are likely to in these next few years.

Is that not so?

Mr. BOYD. I think that is correct.

Let me put it this way, if I may, Senator. We expect the problem to be greater than it has been. As I understand the Federal-State relationship which has been developed in connection with the highway program, we have been in the position of providing an element of funds for action by the States to deal with the people who are being dislocated and we have attempted to utilize our good offices to see that these functions are carried out in a humane, intelligent, and sympathetic manner.

Senator MUSKIE. Wholly apart now from the adequacy of our policies for compensation and so on, I was focusing primarily on the problem of delay which I think is pretty difficult to try to measure and anticipate.

When citizens are reluctant to give up their property or their business, and if they get no administrative relief, they are going to resort to the courts, and when you resort to the courts you have to wait.

As is found in urban renewal programs so many times, my home city of Waterville, Maine has gone through those labor pains in the last 3 or 4 years and they are not over yet. Actions are pending in

the courts, and this is partially due to the inadequacy of our policies for compensating people for their properties.

I think that it might be well to put Senator Kennedy's statement in the record at this point in the event he doesn't arrive, and there seems to be increasing doubt that he will before this hearing is completed.

(The statement follows:)

STATEMENT OF HON. EDWARD M. KENNEDY, A U.S. SENATOR FROM THE STATE OF MASSACHUSETTS

Mr. Chairman, I appreciate this opportunity to testify before your Subcommittee as you conclude public hearings on S. 3155—the Federal Aid Highway Act Amendments of 1966. While this year's amendments to the Federal Highway Act are not directly related to the problems of property acquisition and the relocation of families and businesses, I know that a discussion of these matters is always welcome before this Subcommittee.

Mr. Chairman, I realize that I am not alone in finding serious inequities in the assistance programs developed to help those unfortunate enough to be in the paths of highways, urban renewal efforts and other governmental activities. I know that this Committee has long been troubled by the inadequacies in the highway program. This Committee was instrumental in bringing into law many of the adjustment assistances sought by President Kennedy in his 1961 Highway Message and his later Transportation Message. The House Committee on Public Works did an outstanding study two years ago on compensation and assistance for persons affected by real property acquisition under federal programs; the Advisory Committee on Intergovernmental Relations just last year reported on the unequal treatment given by federal programs to the relocation of persons and firms; and the Senate currently has before it S. 1681, introduced by a member of this Subcommittee, Senator Muskie, to remove these differences. The enactment of Senator Muskie's bill, I believe, would be a major advance in approaching the goal of equitable treatment for those we displace.

But the equalization of assistance programs, while absolutely necessary, will cause all programs to meet the social costs of change at the highest level currently in law. The Urban Renewal Program, for example, is the most generous, but, I would suggest, not sufficient. It is my hope that in the near future the Congress will address itself to the problem of determining the full expense of acquiring property and moving people about, and thus meet our obligation head-on. For if we are to realize the progress that a growing economy can bring, we will have to be more sensitive to the impact of federally induced change on people, communities, and even the beauty and plans of our cities. Too often we have pushed thousands of families, individuals and small businesses aside for the sake of removing blight, or for six to eight lanes of uninterrupted traffic, placing undue burdens on the minority affected for the benefit of the majority served. In our hot pursuit of a better environment we have often been more interested in elevating the quantity, rather than the quality, of the resulting end products. Even if we desired to continue in the future as in the past, the protests of the affected communities would soon become an insurmountable obstacle to orderly progress. As this Committee is well aware, the cities of San Francisco, New York and New Orleans have refused three-quarters a billion dollars in federal highway funds in the past six to eight months. There is no doubt in my mind that this reflects the growing resentment in our cities to the low priority we have placed on the displaced and the urban resident.

I am aware that those who question the haste of governmental programs out of concern for the impact on neighborhoods, individuals and entire communities have been accused of impeding progress. Those who call for the inclusion of more realistic social costs in the statisticians' cost-benefit formulas have been dismissed as naive in their appreciation of the benefits that result from the Government's programs.

I want to make it clear that my remarks today should not be so construed. I believe that the Urban Renewal Program and the Federal Highway Program—those two federally assisted activities that cause about 91 per cent of all the displacement of people—will prove to be of historic benefit to most of our urban areas

and will result in the betterment of our way of life, but only if properly constructed, not in terms of engineering specifications, but in terms of people and the way in which they live. If we fail to recognize the growing concerns in this nation over the hardships that result from many of these activities, we will continue to experience greater public pressures that may really impede their progress. In effect it may well be those who claim to be experts in the construction of things, not in the building of societies, who will bring federal activities in our urban areas to a grinding halt.

I would like to cite one example of a federally assisted beltway that may be particularly disruptive in light of inadequate federal assistance and, perhaps, the inadequate consideration of alternatives. In this situation—a portion of the Boston Innerbelt which runs through Cambridge—a relatively short piece of highway is scheduled to displace 1,300 household units, or approximately 3,900 people. Almost 700 of these individuals to be disrupted are elderly, 58 per cent of them have incomes of less than \$6,000 a year, and 88 per cent of them are paying rents of less than \$80 a month. Approximately 11 per cent of this neighborhood is non-white. The city of Cambridge in which they live is characteristic of most urban areas in this country—the supply of low income housing is woefully inadequate and the removal of 1,300 housing units will only aggravate that problem. The prospects facing these people are not pleasant. It will be extremely difficult for many of them who own their own homes, especially the elderly, to replace that property with the compensation they will receive. The majority of those who are renting in this area will not find suitable living accommodations for the same percentage expenditure of their income. The minority groups in this area will run into their own unique problems in relocating—and not all of those problems will be economic. Both the minority groups and the elderly will encounter difficulties far greater than the average displacee in both the capital market or in seeking to find similar rental accommodations.

In this case, as in similar instances across the country, the residents of the neighborhood have mounted a strong protest and there have been arguments over alternative routes. That problem is now under study. But if history is any guide it is most likely that this federally assisted roadway will come clear through the lives of 4,000 people.

I raise this illustration, Mr. Chairman, not only to add an urgency to my remarks but also to point out a fact that we are now facing in the highway program. It appears clear that, as we approach the 1972 completion date of the Federal Highway Program, protests in urban areas will be more common. For our vast system of federal highways is now at the threshold of our nation's cities. And there is every reason to expect that, with the high density of low income people in our urban areas, and the desire to build roads at lowest cost, urban connectors will continue to be routed through low income areas. It has also been stressed to me that whatever concerns we do have over the disruption of people, such considerations may be pushed further into the background as our states concentrate on the 1972 completion date.

Mr. Chairman, we are now displacing over 80,000 families and individuals each year under both the highway and renewal programs, and there is no doubt that this number will rise in the near future. We can also be assured that additional federal programs will be devised to better our society and way of life that will call upon people to give up their homes, their places of work and their businesses. I would suggest that now is the time, although it is late, to begin giving greater attention to the fact that most of those displaced have not been "made whole" economically. Now is the time to try to establish some structure within the government that will assure us that this situation does not persist.

As a result of the disruption of people and firms that we have experienced in Massachusetts over the past few years, and those expected in the future, I have asked experts at the Joint Center for Urban Development at Harvard-MIT and others to assist in the rethinking of the ways by which property is taken and people moved under our federal programs. These discussions have produced some ideas that I would like to place before this Committee today. I hope that before this session of Congress is completed I shall be able to introduce legislation incorporating these concepts.

As I stated earlier, there are greater social costs associated with federal programs that have not yet been fully faced by the Congress. For example, when

any federal program causes the taking of personal property by eminent domain, we now simply rely upon an appraisal of the fair market value of that property to compensate the owner. But if the owner resident is to be "made whole", I suggest that we must think not only in terms of the current market value of the property, but what the replacement cost of that home will be. Unfortunately, there is a gap between an appraiser's estimate of fair market value in a demolition area and the replacement of that home in the local housing market. For, as in the case of Cambridge, demolition tends to reduce the quantity of housing available to low income families, thus driving up the price of the remaining dwellings. More than that, the federal program places the owner resident into the market at a time not of his choosing. If the market situation is adverse, he has little choice if he wishes to again own a home but to meet the going prices. Needless to say the capital market situation for all, and especially for minority groups, might be unattractive at the moment of displacement. We cannot expect the appraiser, however, to make full studies of the housing market and its peculiarities in a metropolitan area. Even if he did, the accepted rules of appraisal would not allow consideration of such factors.

Since those who rent in an area slated for demolition are displaced, they, too, suffer from a reduction in the supply of available rental space at prices they can afford. They must look forward to a greater expenditure of income in finding similar and suitable accommodations. The highway program at present gives these people moving expenses if states have implementing legislation, but there is no consideration in any federally assisted program for the new rents they must pay.

The effect of relocation on rents was clearly evident in a relocation study done on those who moved out of Boston's West End urban renewal area. In that case 86 per cent of all families and individuals were paying higher rents after relocation than before—half of the households were paying at least \$30 a month more after relocation and two-fifths were paying at least \$40 more. Before relocation only 20 per cent of the families were paying 20 per cent or more of their income for rent in the West End, but after relocation 43 per cent of the families were paying more than 20 per cent of their income for rent.

In the case of businesses that are disrupted by federally assisted programs, it was recently estimated that approximately 25 per cent of all businesses displaced by the highway program never reopened in a new location, while the same was true of 35 per cent of those affected by urban renewal. Over the next two years, all governmental programs will affect the operations of 16,000 firms and business establishments. The highway program provides, if states act, that a business can receive up to \$3,000 in moving expenses, but there is no provision for relocation assistance, nor is any compensation given to those who are forced to close. The goodwill accumulated through years of hard work in small neighborhood establishments is completely lost.

Small businesses are least able to stand displacement and, if they re-establish, they most often lose earnings. Compensation could be provided in the most difficult cases based on the current value of estimated future earnings, adjustment assistance could be given during the first few hard years of re-establishment, direct assistance could be given to retraining employees or owners and providing placement in new positions.

The point I am making, Mr. Chairman, is that a good deal more must be done to meet our obligations to those displaced. To reach the goal of equity we seek—to fully pay the social cost of change—an entire new approach is needed.

The first step that appears necessary is the separation within the Federal Government of programs to handle relocation and adjustment assistance from the actual operating agencies involved. We should establish a separate relocation agency to handle all governmental programs that uproot people and businesses. The funds to be used by such an agency could either be drawn from the operating agency appropriation or trust fund, or supplied directly from general revenues. This agency could either stand alone or be a separate agency with the new Department of Housing and Urban Development. Basic to its many functions, however, would be the requirement that no federally assisted program could proceed without full assurances that all relocation problems have been met or planned for prior to the disruption.

The Federal Relocation Agency would work through state agencies established for this purpose, such as the relocation agency recently set up in Massachusetts.

It is at the local level that determinations could be made, on the basis of expert market studies, of the true social costs of any federally assisted program. In the case of the home owner, for example, it could be determined what amount of compensation should be added to the fair market value of the home in any given area so that the replacement of that home would be possible. Conditions in the capital market in general, or specific minority problems, could be taken into consideration. Progressive steps in federal financing of mortgages for the elderly could be made available and administered through the Relocation Agency.

In the case of the renter, a survey of the rental market would determine the amount and duration of rent supplement payments. Relocation assistance would be provided on a large scale, and adequate public housing programs assured prior to the beginning of the federal program.

Similarly, with businesses, specific problems encountered would determine the extent of federal assistance, no longer simply relying on a set rate of relocation assistance or terminal payments.

I recognize that there are many problems associated with this approach to relocation. We are now attempting to unravel them and put these ideas into a workable piece of legislation. I also recognize that a program directed to fully meet our obligations will be costly—but I would choose a program costly for us all rather than continuing to place unbearable expenses on the few.

The advice of this Committee would be invaluable to me in the future consideration of this matter and I hope that I may call upon your expertise in the near future.

Senator MUSKIE. As you know, in my Subcommittee on Intergovernmental Relations we have pending legislation dealing with this problem of relocation assistance.

Mr. BOYD. Yes, sir; we are familiar with the bill you introduced, S. 1681, and I believe that last year we commented on that bill and generally supported the concept.

Senator MUSKIE. You generally supported it, but you were very reluctant to raise your sights on compensation.

Mr. BOYD. We would rather be known as the approval party of the Government, Senator.

Senator MUSKIE. Yes, that is right. I think after the experience of the next 6 years when you encounter the delays that this problem creates, as it has for the urban renewal program, you may be inclined to raise your sights on adequate compensation.

Of course, we can fill the record on the inequities that people have found themselves involved with as the Federal bulldozer or the State bulldozer that has threatened their property, but I will be frank to say that if I were the individual involved in many of these cases, I would stand up on my hind legs and resist you bulldozer drivers as hard as I could.

I am touching this with a light touch at this time because I simply want to raise this question of delay at this point.

Mr. BOYD. I think a rather pertinent point here, Senator, is that your bill is evidence, an acknowledgment, of changing social values which have ramifications that go in the highway construction field far beyond the immediate matter to which your bill addresses itself, although it is a very important part. But we are in an era where, as I see it, our social values are changing and we are at a terrible disadvantage in building a highway system and I am not sure that we understand what we see happening yet.

Senator MUSKIE. I would agree with you, as Senator Kennedy points out in his statement, that we must review those values to see what our sights are to be.

S. 1681, which has been reported to the full committee by the subcommittee, undertakes simply to establish uniformity in our policies across the board in our various Federal programs and State programs which are supported with Federal funds. So our first step then is uniformity, but I think beyond that, and Senator Kennedy in his statement raises these questions, we have to review the adequacy of our compensation policies.

He points out that fair market value is a very unfair compensation in many, many instances for people who are displaced. You cannot replace a business or a home necessarily with the compensation you get by what appears to be a fair market value, and I refer to his statement for illustrations in his own State of how this fails to provide fair compensation.

There is also the matter of acquisition policies. Do we force a property owner into court to fight for the compensation he is going to get, or do we recognize more generous policies of approaching the property owner, of negotiating with him, of offering him his cash that will enable him to fight, or to negotiate, or deal with the Government on a fair basis to himself?

At the present time we tend to say to him, "Now, in the name of progress your property must go and in the name of our present policies this is what you are going to get for it. If you don't like it you go to court."

This approach can be very inequitable and unfair and I think we ought to review these cases. For instance, we won't pay him a nickel now, I think, under most programs until he agrees to what his final compensation will be, so if he wants to fight in court and accept all of the delays, and the burdens, and the court costs, and the lawyers' fees that are involved, he has to do it without getting a nickel from his own property to help him in the meantime.

He can't even go to a bank and borrow the money on that property, because it is being condemned, in order to get the money to fight the decision as to what his compensation would be.

This is obviously inequitable and, unfortunately, the burden of these decisions rests heavily on the poor because this is where urban renewal programs take place. This is where highways tend to go, new highway construction, so they tend to hit those who are most disadvantaged in terms of the struggle that is involved.

Now, would you like to comment on that?

Mr. Boyd. Yes, sir, I certainly would. I would like to say first of all that fair market value may not be the right standard, but there must be a standard.

Senator MUSKIE. There is replacement cost.

Mr. Boyd. There must be one.

My utility regulation background leads me to look with a very jaundiced eye on replacement costs.

Senator MUSKIE. Because in that case replacement cost works to the benefit of the utilities and not the poor.

Mr. Boyd. I don't know that that follows either. I think we have to try to utilize the same standards. But there must be some standard and it must be, I think, a clearly defined standard and it must be one that is equitable.

Insofar as this burden on the property owner is concerned, I am afraid that I just don't agree with you, at least insofar as it works in the State of Florida, where I do have some experience, because appraisers are willing to defer their fees and lawyers are willing to operate on the basis of contingent fees in condemnation cases, so that what we are talking about in terms of the burden on the property owner essentially is the cost of filing the case and the time that he must personally invest in the case.

Senator MUSKIE. I recognize that I made a generalization that would not necessarily apply across the board, but there is no doubt, as the record, I think, here shows, that many times under the policy of many States the property is taken first and the road construction begins before a final decision is reached on what the owner will receive for it.

Mr. BOYD. Yes.

Senator MUSKIE. Here he has to go find another house. Yet he can't get the cash from his own house to help him buy another, so these policies work great inequities.

Florida may be a more enlightened State in this respect, but I suspect there are inequities even in Florida's policies on this.

Mr. BOYD. I would agree with you where there is a notice of taking this can create terrible hardship on the individual. I do think, though, that when we talk about what is a fair standard it has to be one that does not, in effect, open the door of the bank vault to the individual to make his own judgment as to "How much I am hurt by this thing."

Senator MUSKIE. No. I would agree with that.

Mr. BOYD. Because this is an area, as I am sure you know probably better than I do, that can be fraught with all sorts of complications, fraud and whatnot, and this is a particularly dangerous area, it seems to me, in which to be involving one's self without having extremely clear standards.

Senator MUSKIE. I don't think we can ever make it anything but an arm's length transaction. We just want to be sure that the length of the arms are reasonably the same so that the Government's arm isn't so much longer than the citizen's arm that it is an unequal fight.

This is the point. There still should be the drive on the part of the Government to get property at the lowest reasonable price and the drive on the part of the owner to get the highest possible price, but it is an unequal fight when you put the Government against the citizen, especially a poor citizen, and I think our policies ought to begin to recognize it.

Mr. BOYD. Of course, we do have other programs, as I understand it, which go a long way toward attempting to rectify a situation like that, such as the legal assistance program under one of the aspects of the poverty program.

Senator MUSKIE. I know, but the citizen involved may not always be the citizen eligible for help under the poverty programs. He might be made poor by the effect of the eminent domain proceeding, but he might not be poor before the proceeding started.

Mr. BOYD. I think you may have a very valid point there.

Senator MUSKIE. I think it might be helpful if we put in the record a memorandum or declaration of purpose of the objectives of S. 1681 as they relate to the Federal aid to highway bill so that this record has something on it. I especially would like to include the table showing present relocation payments under the federally assisted highway program and those that would be proposed under S. 1681.

I don't want to belabor this point now, but I thought that the record of the hearings on this program, since Senator Kennedy raised the issue, ought to have some reference to what is being done on this other legislation and in this other committee.

We are not in a position now to establish new policy as to fair market value, or replacement value, or acquisition policies. These are problems that the other subcommittee will be working on if we can once get this uniformity legislation through.

(The excerpt referred to by Senator Muskie is as follows:)

S. 1681, THE RELOCATION PROBLEM, AND THE FEDERAL HIGHWAY PROGRAM

THE OBJECTIVE OF S. 1681

The objective of S. 1681 is to establish a uniform policy for the fair and equitable treatment of owners, tenants, and other persons displaced by the acquisition of real property for Federal and federally assisted programs and by other activities undertaken in connection with programs authorized by title I of the Housing Act of 1949, as amended. The bill specifically declares that this policy shall be as uniform as practicable as to (1) relocation payments, (2) advisory assistance, (3) assurance of availability of standard housing, (4) Federal reimbursement for relocation payments under federally assisted programs, and (5) certain land acquisition practices.

This policy is necessary to eliminate the great inconsistencies that exist among Federal and federally assisted programs with respect to the amount and scope of such payments, and the advisory assistance and assurance of housing offered. It recognizes that relocation is a serious and growing problem in the United States and that the pace of displacement will accelerate in the years immediately ahead. It recognizes that advisory assistance is of growing importance in the relocation process especially for the poor, the nonwhite, the elderly, and small business people. It recognizes the need for more equitable land acquisition practices in connection with the procurement of real property by eminent domain. In short, this legislation recognizes that the Federal Government has a primary responsibility to provide uniform treatment of those forced to relocate by Federal and federally assisted public improvement programs and to ease the impact of such forced moves.

THE NEED FOR THIS LEGISLATION

The governmental displacement of persons and businesses is substantial at present, and all indications are that the rate of displacement will continue to grow. Displacements in the immediate past totaled 85,550 per year, while such displacements in the future will amount to an estimated 132,600 per year. The latter is based on the forecast that 11,080 families and individuals, 17,860 business and nonprofit organizations, and 3,660 farmers will be displaced annually as a consequence of governmental acquisition of real property under Federal and federally assisted development programs during the years ahead.

The present provisions for relocation assistance under existing legislation are widely inconsistent and result in inequities. The adverse effects of relocation hit most severely those families and individuals least able to stand them. And in terms of business displacees, surveys show that small businesses, particularly those owned and operated by the elderly, are major victims of the relocation process. Present relocation provisions are not only inconsistent and inequitable, but their administration, particularly in the case of business relocation, is too cumbersome. S. 1681 constitutes a long step towards achieving a uniform policy of assistance to those displaced by Federal and federally assisted programs.

S. 1681 AND PRESENT BPR PRACTICE CONTRASTED

One of the principal effects of section 8 of S. 1681 would be changes in the federally assisted highway program. The "before and after" situation may be compared as follows:

Present

Relocation payments are optional with the States. Thirty-two States have elected to make payments. Of these, only 22 provide payments up to the level authorized under the highway program. Yet even here, the payments are far less than those provided by other relocation assistance programs, such as urban renewal.

Federal reimbursement of relocation payments is according to the project's cost-sharing formula: 90 percent on interstate programs; 50 percent on primary and secondary programs.

Advisory assistance required for families displaced.

No assurance of availability of housing required.

Under S. 1681

Relocation payments are required as a condition of grants.

Full Federal reimbursement up to \$25,000 for any move; Federal-State sharing on project's cost-sharing formula (90-10 or 50-50) for the portion of individual payments above \$25,000.

Advisory assistance required for families, businesses, individuals, farm operators, and to be similar to present urban renewal provisions.

Requires that supply of adequate standard housing be provided or in process of being provided.

Mr. BOYD. Senator, Mr. Whitton would like to be heard from.
Senator MUSKIE. Yes, sir.

Mr. WHITTON. I would like to say this, Senator: That we in the Public Roads are recognizing the problem in this area and we are now requiring by instructional memorandums that the States make a firm offer in writing to the individual ahead of time so that he will have a chance to decide whether or not he does want to go to court, and we are also requiring, and some States didn't do this, at least 75 percent of the value of his property be given to him before taking.

Senator MUSKIE. I am delighted to hear that.

Mr. WHITTON. That is in the form of a memorandum that we have put out and we would be glad to make it a part of the record if you would like to have it.

Some States actually took the land before they made a determination of the value or what the property owner should receive and before any money was paid, and we have tried to correct these inequities by administrative action.

Senator MUSKIE. I would like to get that in the record.

Mr. WHITTON. All right. We will put that in.

(The memorandums referred to follow:)

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., September 13, 1965.

Instructional memorandum 21-9-65.
39-10.

Subject: Right-of-Way—Partial Payments to Owners.

A private property owner whose property has been acquired for rights-of-way on a Federal-aid project where Federal funds are participating in the cost of rights-of-way shall not be required to surrender physical possession of such property until payment of 75 percent or more of the fair market value as

determined by the State review appraiser has been made available to the property owner without prejudice. Such payment could be made available to the property owner either by direct tender in negotiated acquisitions or by deposit into court in a condemnation case provided the condemnee has the right to draw against such deposit.

When under State law a deposit in court is based on a commission finding or similar determination of value rather than on the review appraiser's determination, if at least 75 percent of such amount is made available to the property owner the procedure will be considered to meet the requirements of this memorandum. Likewise, payment to a lienholder would be considered payment to the property owner. Where there is a title question that must be determined in court the partial or full payment must be available to such owners immediately after such determination if possession has already been taken.

Federal funds will not be available for reimbursement of any interest payments to the property owner after the date payment is made available to him, on the portion of the final settlement or award represented by such partial payment.

The division engineer may waive in advance the requirements of this memorandum upon an individual parcel basis provided the file is documented to show that such action is in the public interest.

If a State cannot meet the requirements of this memorandum because of lack of legal authority a fully documented showing to this effect should be submitted to the Administrator for consideration.

This memorandum shall become effective 90 days after issuance unless a different date is determined by the Administrator after review of the statement required by the preceding paragraph.

REX M. WHITTON,
Federal Highway Administrator.

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., November 30, 1965.

Instructional memorandum 21-14-65.
39-10.

Subject: Right-of-Way—Negotiations—Fair Market Value Offers.

The objective of fairly compensating property owners for property acquired for highway purposes requires that negotiations be conducted on the basis of a firm offer, in writing, representing the State's determination of the fair market value of the acquisition. It should be unnecessary for anyone to have to bargain with a State in order to receive an offer that represents fair market value or be forced to institute legal action to be fairly compensated.

Effective on all acquisitions of rights-of-way for Federal-aid highway projects on or after thirty days after the issuance of this memorandum. Federal-aid highway funds will not be permitted to be used to reimburse the State for the cost of any such rights-of-way, unless the property owner has in the first instance and before condemnation, been offered in writing the fair market value of the property as determined by the State under its right-of-way procedures as accepted by the Administrator, except where the State has submitted a different plan of operation and it has been reviewed and found acceptable.

The mere sending of a letter offer to a resident property owner is not sufficient. He should also be contacted personally and the full effect of the taking explained to him. All owners are to be supplied in writing with an explanation of the steps available to them if they elect to reject the State's offer.

Settlements either below or above the fair market determination must be supported in accordance with PPM 21-4.1. A bona fide offer by an informed person to sell for less than fair market value could comprise such support.

The division engineer may waive in advance the requirements of this memorandum upon an individual parcel basis provided the file is documented to show that such action is in the public interest.

The Administrator may extend the effective date of this memorandum as to a particular State upon a fully documented showing that the State cannot meet the requirements of the memorandum because of a lack of legal authority.

REX M. WHITTON,
Federal Highway Administrator.

Senator MUSKIE. Those are two objectives toward which we have been striving and I am delighted to hear you have adopted this policy.

Mr. WHITTON. Yes, we have.

Senator MUSKIE. I would like to ask one question here.

What would be the Department's view concerning an amendment which would prohibit Federal participation in right-of-way costs until the State is given assurance that provision has been made for adequate housing?

Mr. BOYD. I would like to submit the Department's answer for the record, Senator. I think this is one that would require coordination within the Department.

(Subsequently the following memorandum was submitted:)

We are not at this time in position to advocate mandatory legislation requiring a State to make provision for adequate housing for relocatees under penalty of loss of Federal participation in right-of-way costs. Any such proposal for the withholding of Federal participation from ongoing programs should be carefully considered and adequately planned. It is quite essential, where each State legislature would have to enact follow-on legislation, that the effective date of such proposals provide an adequate interval for such State action. Also where a penalty involving denial of funds is proposed, we should allow the State such additional reasonable time required to reorganize and establish new procedures, to draft regulations and standards, and to staff and train personnel to implement these procedures.

A requirement that the States make provision for adequate housing, involving both the owners and renters of property, would considerably broaden present Federal relocation requirements. In a few areas where we have difficult and sensitive situations, States are voluntarily working to provide adequate housing for relocatees. I feel we need more experience in such procedures before we can make constructive comments on proposed legislation to make them mandatory.

Senator MUSKIE. Fine. Anything that you would like to submit by way of your comments on this broad problem for this record we would be happy to get and I know that the Subcommittee on Intergovernmental Relations would like to have it.

Mr. BOYD. We will submit a specific answer to that question.

Senator MUSKIE. Thank you.

Senator GRUENING. I have no questions.

Senator MONTAYA. No questions.

Senator MUSKIE. Thank you very much, Mr. Secretary and Mr. Whitton.

Mr. BOYD. Thank you.

Mr. WHITTON. Thank you.

Senator GRUENING. I would appreciate very much if Secretary Boyd and Mr. Whitton could arrange to stay to hear the testimony of our highway commissioner, Don McKinnon, and our assistant highway commissioner, Mr. Campbell.

Mr. BOYD. It would be a pleasure.

Senator MUSKIE. Our next witness then is Commissioner Donald McKinnon of the Alaska State Highway Commission, accompanied by Mr. Bruce A. Campbell, special assistant for engineering of the Alaska Department of Highways.

Before Mr. McKinnon proceeds I think it might be well at this point to include in the record a letter addressed to our chairman, Senator Randolph, from Senator Bartlett of Alaska who is also vitally concerned with this pending legislation.

(The letter follows:)

U. S. SENATE,
Washington, D.C., May 26, 1966.

HON. JENNINGS RANDOLPH,
*Chairman, Subcommittee on Public Roads,
Committee on Public Works,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Your subcommittee has always listened sympathetically to the many difficulties involved in the construction of Alaska roads and has acted on more than one occasion to assist in easing these problems.

I should like to endorse the proposals advanced by Senator Gruening calling for three-pronged amendments to S. 3155 which would permit ABC funds allocated to Alaska to be used for maintenance of such roads, would allow construction of access and development roads with such funds, and would provide additional allocations for the next ten years from the Highway Trust Fund on the order of \$10 million annually for construction and maintenance of highways in Alaska.

The first two amendments would take no money from the Highway Trust Fund and are along the lines suggested in the Alaska Highway Study submitted recently by the Commerce Department. That report makes an excellent case for these exceptions to the ABC program. Alaska highway officials who will testify in detail will, I know, be equipped to recite chapter and verse of the economic and geographic characteristics which make road construction and maintenance in Alaska uniquely difficult.

The history of Alaska road building is a checkered one. Until 1956 funds were made available through yearly appropriations, first to the War Department and later through the Interior Department's Alaska Road Commission. This arrangement was not very satisfactory as it did not permit long-range planning because of the uncertainty of annual appropriations. In all the years up to then some 3,903 miles of road were constructed in a 586,000 square-mile area. Until after the end of World War II highway appropriations were sufficient only to maintain the very poor system of roads. Only about \$22 million was spent on public domain highways in Alaska from 1913 to 1941 and from 1920 to 1940 only two new roads were constructed, one 160 miles long and the other 87 miles. Only at the insistence of the Defense Department were increased appropriations made available after World War II, but relatively few miles were added.

Alaska came under the Federal-aid highway program in 1956 but on a limited scale and under a special formula using only one-third of Alaska's area for computation and permitting the allocation to be used for both construction and maintenance. Congress in 1959 enacted the Alaska Omnibus Act which for the first time brought Alaska under the program on the same basis as the other states. I believe of especial interest are the following remarks of the Senate Interior and Insular Affairs Committee in reporting the bill:

"The committee has included provisions in this bill placing the State of Alaska under the Federal-aid highway program on the same basis as all other states. It has done so with the full realization, however, that with respect to highways Alaska has been inequitably treated in the past and would have entered upon statehood with a highway system much more advanced if it had been treated with respect to Federal highway aid on the same terms as the other States and territories. . . . The committee, therefore, feels that the Congress still has a responsibility and a duty to examine this situation in the near future more closely in order to provide for equitable and equal treatment for the new State. It is hoped that the appropriate committees of the Congress will, therefore, study fully this problem and recommend at the earliest possible moment the steps needed to assure Alaska's participation in the highway program on the basis of full equality, taking into consideration its limited past participation."

Although Alaska was included in the ABC program which has meant vastly increased allocations, it has always been my belief that those funds should and could be used for roads in Alaska in a manner better calculated to bring value from their expenditure. The formula for expending such funds impedes the building of the kind of roads this pioneer land needs. It makes more than good sense to allow Alaska to use some of its funds to alleviate the gigantic and increasing maintenance problem it faces and to apply a portion of those funds also to access and development roads.

The difference between the funds which have been expended in Alaska and those which would have been available if Alaska had from the beginning come under the Federal-aid highway program on an equal footing with other areas far exceed the \$100 million which the third amendment seeks over a ten-year period. In addition, it should be stressed that Alaska has never benefited from the Interstate Highway Program.

With highest regards, I am,
Sincerely yours,

E. L. BARTLETT.

Senator MUSKIE. I am sure Senator Gruening might wish to welcome you Alaskans to the committee this morning.

Senator GRUENING. I am very happy to welcome Don McKinnon and his associate, Bruce Campbell. They are both well experienced and highly competent in the field of highway construction and maintenance. They have done an admirable job in Alaska with the limited funds provided by the Federal Government and they will demonstrate that Alaska is prepared and has done more than its share in this problem and we are very happy to welcome Mr. McKinnon and Mr. Bruce Campbell who came all the way from Juneau to testify at this hearing.

**STATEMENT OF DONALD McKINNON, COMMISSIONER, ALASKA
STATE HIGHWAY COMMISSION; ACCOMPANIED BY BRUCE A.
CAMPBELL, SPECIAL ASSISTANT FOR ENGINEERING, ALASKA
DEPARTMENT OF HIGHWAYS**

Mr. McKINNON. Thank you, sir.

Mr. Chairman and members of the committee, my name is D. A. McKinnon. I am commissioner of highways for the State of Alaska.

I appear before you today to testify in support of amendments proposed by Senator Gruening to Senate bill 3155, the proposed Federal-Aid Highway Act of 1966.

The amendments provide for (a) use of Federal-aid highway funds for maintenance by the State of Alaska, (b) use of Federal-aid highway funds for construction of access and development roads in Alaska, and (c) \$10 million for each of the next 10 fiscal years to be appropriated to the State of Alaska for use in construction and maintenance of highways in Alaska, in addition to funds normally made available to the State of Alaska from the highway trust fund.

The proposed amendments are to implement the findings of the "Alaska Highway Study Report" recently completed under the direction of the U.S. Bureau of Public Roads by Wilbur Smith & Associates and Transportation Consultants, Inc., authorization for which was made by the U.S. Congress under the Federal-Aid Highway Act of 1962.

Senator Gruening's amendments are consistent with the findings reported in the "Alaska Highway Study," a copy of which I would like to present to you, Mr. Chairman, so that it may be incorporated into this hearing record by reference.

This report, I think, is excellent and shows the great need for additional highway improvement, not only to bring the existing system up to proper standard both from an operational and safety point of view, but also to connect the remote areas of Alaska to the highway system.

Since this report was compiled, major new mineral developments have added importance to the necessity of increasing the highway transportation network in Alaska. Oil production and development have continued to grow at an astonishing rate within the State.

I certainly hope that this committee will recognize that increased development of our mineral resources is continuing in spite of, not because of, adequate transportation facilities.

I am not here today to seek special treatment and plead for additional moneys to help rebuild and extend Alaska's meager highway system; I am here only to try to make it clear to all concerned that Alaska only wants what has been denied her in the past. Alaska has not had equitable treatment in the appropriation of Federal-aid highway funds in the past. A quick review of the record will show what I mean.

Alaska was excluded from the original Federal-aid act of 1916 and continued to be excluded in every Federal-aid act from that time until 1956.

It is interesting to note that our sister State, Hawaii, was included under, and hence allowed to share in the benefits of the Federal-aid highway program in 1925—31 years prior to the recognition of Alaska in this program.

In 1956 Alaska was included in the program for the first time but was not allowed to fully share on the same basis as other States in the Federal-aid highway program. From 1956 until 1960 Alaska received approximately one-third of the apportionment she would have received had she been allowed to participate on the same basis as the other States.

It was not until 1960, Statehood, that Alaska received for the first time in 44 years an equitable share of the Federal-aid ABC highway program.

In the Department of Commerce report to the Senate concerning Alaska's highway needs they indicate that \$490 million in Federal funds have been made available to Alaska for highway purposes since 1905.

This figure is essentially correct; however, only \$190 million was made available before 1956. Hence in 51 years an area one-fifth the size of the United States was appropriated approximately \$3.7 million on a yearly average.

These funds were not just for construction, as are the normal Federal-aid funds, but were, of necessity, used for maintenance and administration as well, thus decreasing the net moneys available for new highway construction. Throughout the entire 44-year period of unequal participation in the Federal-aid highway acts, Alaskans were subjected to all taxes imposed to support this program.

The Senate Interior and Insular Affairs Committee recognized the unequal treatment Alaska has received. In reporting out the Alaska omnibus bill in 1959 the committee noted—

with respect to highways Alaska has been inequitably treated in the past and would have entered upon statehood with a highway system much more advanced if it had been treated with respect to Federal-aid highways on the same basis as the other States and Territories.

The Congress still has a responsibility and a duty to examine this situation in the near future more closely in order to provide for equitable and equal treatment for the new State.

The appropriate committees of the Congress will, therefore, study fully this problem and recommend at the earliest possible moment the steps needed to assure Alaska's participation in the highway program on the basis of full equality, taking into consideration its limited past participation.

The 1956 Federal-Aid Highway Act provided for an Interstate System of Highways which did not include Hawaii or Alaska. In 1960 Hawaii was included in the program. I believe it is especially important to note that Alaska alone of the 50 States is not allowed to participate in this program, this in spite of the fact that Alaskans have been taxed full measure to support the Interstate program.

Mr. Charles L. Schultze, Director of the Bureau of the Budget, in his letter to Secretary John T. Connor on May 4, 1966, makes the following statement:

The position taken by the Federal Government since Alaska became a State in 1959 is that it should generally be afforded the same treatment under Federal law as all the other States. We believe that position remains sound and that departures, such as those proposed in the report, should be only in unusual and compelling circumstances.

I heartily concur that Alaska should be equally treated. While I fully realize that it is probably too late to include Alaska under the interstate program at this time, Senator Gruening's proposed amendments offer an excellent opportunity for this Congress to provide additional moneys to Alaska to compensate at least in part for the 40 years of neglect between 1916 and 1956 and for our singular neglect in the interstate program.

I would like to refer you to previous testimony before this committee given by Senator Gruening on February 27, 1962, in the 2d session of the 87th Congress, concerning Senate Joint Resolution 137.

I refer you specifically to page 32 of the hearing transcript where Senator Gruening's analysis of Federal-aid highway moneys apportioned to Alaska is analyzed.

Without repeating Senator Gruening's testimony, I call your attention to the results of this analysis which indicates that had Alaska been allowed to participate in the Federal-aid highway program since 1916, she would have received an additional \$300 million in Federal-aid highway moneys.

In examining Senator Gruening's analysis of all past appropriations to Alaska for highway purposes, it becomes apparent that not until the war years, and the years immediately following, were funds of any size apportioned to Alaska for use in constructing an adequate highway system.

During the years of the Second World War the threat of invasion by Japanese forces stimulated the United States, for the first time, in providing highways in Alaska, admittedly primarily for defense purposes. The need for these highways was real.

As you gentlemen no doubt are aware, Alaska was the only spot in the Northern Hemisphere to know Japanese occupation during the Second World War. The roads constructed during the anxious years from 1942 to 1945 were primarily of a military nature and were built in an extreme state of urgency and, in most cases, to low standards sufficient only for the passage of military vehicles.

Immediately after the Second World War, to satisfy defense needs, this meager military road system was upgraded and hard surfaced

to serve the needs of the military. The extreme limited nature of the funds provided to accomplish this program made it necessary to stretch each dollar to the absolute maximum in order to complete the contemplated road system.

Design standards, in most cases, were compromised unmercifully in order to construct the desired mileage of roads within the appropriation.

A primary network of hard surfaced roads, later to become Alaska's Federal-aid primary system, was completed in Alaska as a result of this program in approximately 1955. This system connected the major cities in Alaska with the Alaska Highway at the Canadian-Alaska border which in turn connected through the Yukon territory to Dawson Creek in British Columbia. Fairbanks, Anchorage, and Valdez were connected for the first time by a paved highway system.

Regardless of the highway system completed in Alaska, it was still necessary to traverse approximately 1,200 miles of winding gravel highway through Canada to arrive in any of our sister States to the south. I wish to point out, gentlemen, that this was true in 1956 and it is still true today.

As one might expect, the highways which were constructed under the military program immediately following World War II showed early signs of distress. As I have mentioned earlier, design was compromised to the degree necessary to stay within moneys appropriated.

By the time Alaska became a State many of the now primary highways were in a severe state of distortion, due either to the action of frost or melting of permafrost.

One of the first jobs which stared Alaska in the face after statehood was the necessity of rebuilding nearly the entire primary system to adequate design and traffic standards. The major share of our Federal-aid apportionment has gone into this effort and it will continue to go into this effort for the next 20 years.

In the meantime Alaskans and the thousands of motoring tourists from other States must satisfy themselves with a highway system which is inadequate, and in many cases, unsafe for today's traffic.

I do not believe that the traveling public should be forced to utilize, for an extended period of time, a primary highway system such as we inherited with statehood in Alaska. Make no mistake, we will eventually rebuild the system to adequate standards.

But even the most optimistic forecast as presented in the Alaska highway needs study by Transportation Consultants and Wilbur Smith recognizes this will take at least 16 years. I am not so optimistic because I realize that some of our Federal-aid highway funds must be spent on the expansion of our highway system if Alaska is to progress from its present adolescent economic stage.

When these moneys are spent to extend our systems as are so vitally needed for development in Alaska today, we must necessarily delay other projects on the rebuilding of our inadequate primary and secondary systems.

The poor condition of the existing primary system in Alaska has been recognized by the consultant engineers making the needs study, the U.S. Bureau of Public Roads, and the Alaska Department of Highways.

Last year contracts were awarded for leveling and resurfacing approximately 300 miles of our primary system, using Federal-aid highway moneys. This leveling and resurfacing does not constitute reconstruction to an adequate standard, but provides only for temporary interim relief.

This was necessary because the deformed condition of the existing roads was such that travel over them was unpleasant and in many cases unsafe.

The Secretary of Commerce, in his recommendations to the U.S. Congress, recommends that reconstruction of these badly deformed highways be delayed up to 16 years in order to fund other highway needs. I cannot, and I would judge from the number of letters I receive that the traveling public cannot, subscribe to such a delay.

Gentlemen, the highway system, particularly the primary system, inherited by the State of Alaska is in very poor condition. Action to rebuild it is needed now, not 16 years from now. However, without additional moneys as provided in Senator Gruening's amendments there is no chance that this system can be completely reconstructed to an adequate and safe system before an absolute minimum of 16 years, and I believe a probable time of 20 years, or more.

Construction of highways in Alaska offers problems to the road-builder unique in the United States. Permafrost and deep active seasonal frost requires special design and construction techniques.

Potential earthquake forces greater than encountered in any other State must be compensated for in our designs. Rampaging rivers, snow slides, spring breakups, and many other severe problems combine to make road building difficult, costly, and challenging.

Construction costs are much higher in Alaska than in the other 49 States. The high cost of freight, coupled with high labor cost, severe climate, and short working season, makes the value of the highway dollar diminish in Alaska.

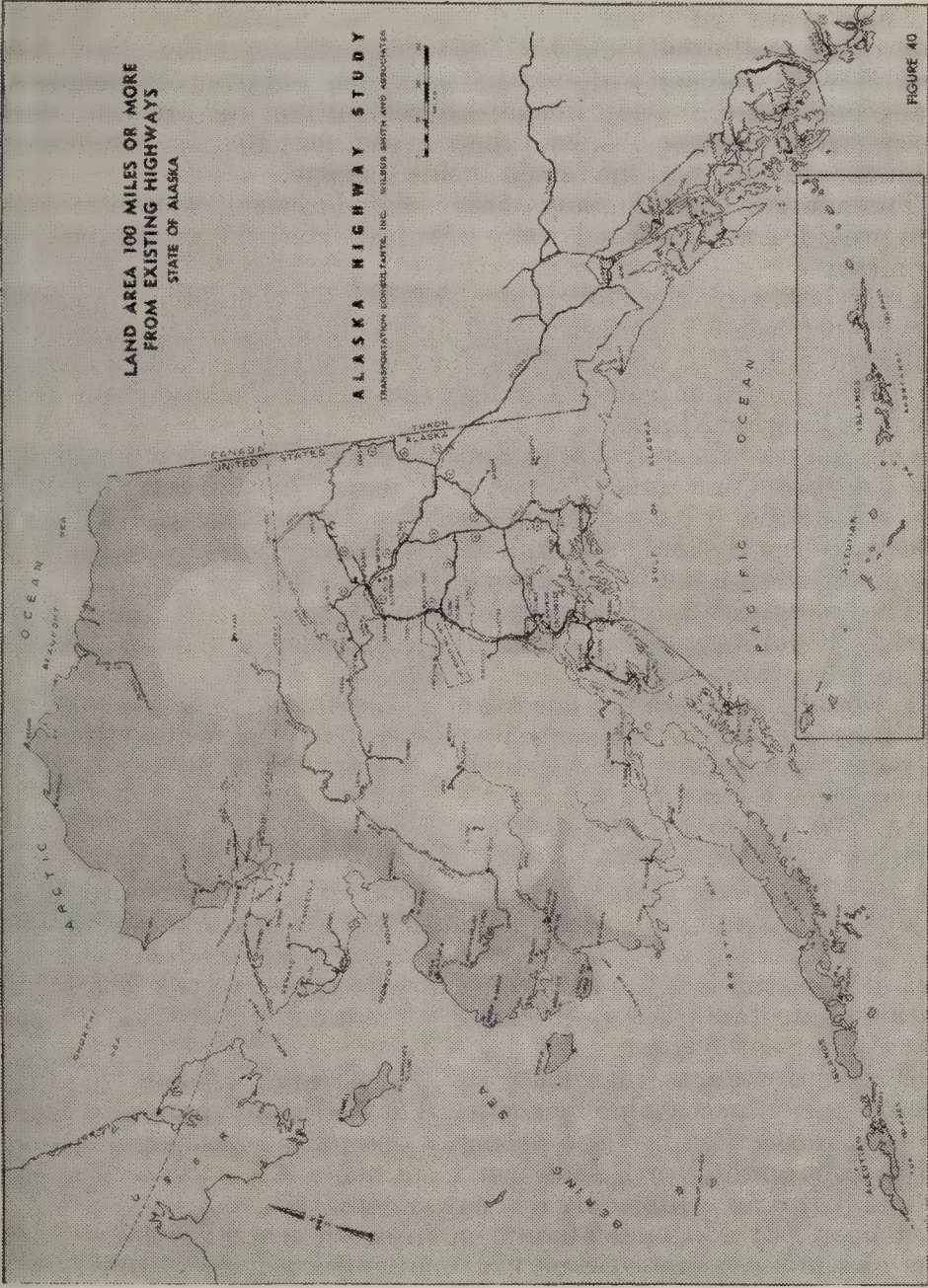
For each cubic yard of earth moved in Alaska in the grading of a highway project, 2 yards can be moved, for example, in Colorado for the same cost. This means that for the same expenditure of Federal-aid dollars Alaska gets approximately 1 mile of highway as compared to 2 miles in Colorado.

Alaska, with its small population, has not yet reached the point in social and governmental advancement where intermediate forms of government between the State and the cities have developed to the point where they can assume any major road responsibility. The need for access and development roads to quicken Alaska's economic maturity are needed and needed now.

In analyzing this need in Alaska it is interesting to note that 35 percent of the land area of Alaska is 100 miles or more from any road. Fifty-four percent of the land mass of Alaska is 100 miles or more from the contiguous highway system. Since Alaska is one-fifth the size of the southern 48 States, envision, if you would, 11 percent of the land area of the contiguous United States being 100 miles or more from a single road.

I believe that there are few, if any, communities of any size in the United States today outside of Alaska that cannot be reached by highway.

Mr. Chairman, I would like to place in the record a map showing the area of Alaska 100 miles or more from the contiguous highway system.



In addition, so that you can realize the vastness of this area, I would like to place in the record a second map showing the relation of this area superimposed on a map of the contiguous 48 States.

Alaska has not been sitting idly by without doing everything in her economic power to upgrade the total transportation system in Alaska.

Three years ago a marine highway system was created by the State to provide an alternative method of transportation to the State. Three ferries with a capacity of over 100 cars each and over 500 people each were constructed at a cost in excess of \$23 million and are now offering ferry service between Prince Rupert in southern British Columbia and Haines at the north of the famed Inside Passage.

These ferries connect many of the isolated towns in southeast Alaska and provide a much needed means of transportation between these communities.

Only last week the Government of British Columbia inaugurated service between Vancouver Island and Prince Rupert with a new \$6 million ferry. It is now possible, for the first time to utilize ferry and land transportation routes through the Inside Passage from Seattle north to interior Alaska.

One can now ferry from the Seattle area to Vancouver Island, drive the length of Vancouver Island, and again board a ferry to Prince Rupert. From Prince Rupert north to Haines one can utilize the Alaska Ferry System and from Haines north travel over the Haines cutoff and the Alaska Highway to interior Alaska.

The inauguration of connected ferry service to the Pacific Northwest will substantially increase the traffic demand on Alaska's internal highway system.

I would like to point out that of the total traffic on our rural highway system we estimate 10 percent is from States other than Alaska. Our tourism in Alaska has been multiplying at a high rate during the past few years.

In 1966 we anticipate 18 percent growth in the number of tourists visiting our State as did in 1965. In 1967, Alaska's centennial year, we anticipate once more a major increase in tourist traffic to Alaska.

The inadequate and insufficient highway system that we now have in Alaska is a penalty not only on Alaskans who utilize the system, but also on the many, many tourists who travel to the last frontier to view our fantastic scenery and abundant wildlife and to enjoy the wonders of Alaska.

It is unfortunate that many of the natural wonders in Alaska are presently inaccessible by roads. The Valley of the 10,000 Smokes on the Alaska Peninsula is probably one of the most unique tourist attractions on the North American Continent.

Today it is accessible only by charter aircraft.

Glacier Bay National Monument in south central Alaska is again one of the most fantastic natural monuments in the United States. This is accessible only by aircraft and chartered boat. I could list many more of the wonders being withheld from view because of lack of a more extensive highway system in Alaska.

In closing I wish to make my point crystal clear—Alaska does not want additional funds not due her. Alaska does want recognition of the fact that she has been discriminated against in the allocation of Federal highway funds from 1916 to 1960 and that

further discrimination existed when Alaska and Alaska alone was not allowed to participate in the interstate program.

I feel that it is time that recognition of this unequal treatment was made as recommended by the Senate Interior and Insular Affairs Committee when they reported out the Alaska omnibus bill in 1959.

Senator Gruening's amendments, while they do not compensate Alaska completely for the inequitable treatment she has received, would repay in part and, further, would recognize the inequitable treatment of Alaska.

I wish to emphasize that Alaska, under existing Federal and State highways funds, cannot both rebuild our existing substandard highway system and construct new access and development roads needed for economic advancement, as proposed by the Secretary of Commerce in his report to the Congress.

I have with me today Mr. Bruce Campbell, my special assistant for engineering. I would ask that he be permitted to offer additional testimony on this subject.

Thank you.

Senator MUSKIE. Thank you very much, Mr. McKinnon.

I understand Mr. Campbell would like to make a statement.

STATEMENT OF BRUCE A. CAMPBELL, SPECIAL ASSISTANT FOR ENGINEERING, COMMISSIONER OF HIGHWAYS, ALASKA

Mr. CAMPBELL. Mr. Chairman and members of the committee, my name is Bruce A. Campbell and I am special assistant for engineering to the commissioner of highways, State of Alaska.

The Alaska Department of Highways has examined the recommendations of the Alaska highway study as prepared by the consultant engineers for the Bureau of Public Roads. We have also examined the Bureau of Public Roads recommendations to the Department of Commerce. Both these recommendations, I believe, are before this committee at this time. We have also reviewed the report of the Secretary of Commerce to the U.S. Congress concerning Alaska's highway needs.

Prior to the final printing of the consultants' report on Alaska's highway needs, our Department reviewed draft copies of the report. During this review it became immediately apparent to us that the estimated costs for construction on the primary, secondary, and urban systems used by the consultants were not realistic.

We commented, through the Bureau of Public Roads, to the consultants concerning what we termed the inadequacy of their preliminary estimates. Supposedly these estimates portray the cost for construction of the existing primary, secondary, and urban systems in Alaska that will be needed by 1981.

It was the consultants' determination that construction would be needed on approximately 1,740 miles of the primary system and that the total cost would be approximately \$328 million. They also felt that approximately 1,017 miles of the secondary system would need to be constructed at a cost of \$122,700,000.

It was their further opinion that 50 miles of urban expressways and arterials would need construction prior to 1981 at a cost of ap-

proximately \$98,545,000. It is interesting to note that the average cost per mile reflected by these recommendations is as follows:

	<i>Per mile</i>
Primary-----	\$189, 000
Secondary-----	120, 800
Urban-----	1, 960, 000

In order to test the accuracy of the overall results of the consultants' study, the department of highways reviewed its past 5 years' experience to determine what its typical average cost throughout the State had been. While I will be the first to agree that average costs can be misleading, they should, over long periods of time on an extensive program, such as we are dealing with here, give a general guide as to the overall program cost. Our State averages, including engineering and right-of-way, for the past 5 years show the following:

	<i>Per mile</i>
Primary-----	\$268, 300
Secondary-----	190, 200
Urban-----	2, 397, 000

The average cost estimated by the consultants compared with the average cost we have experienced from prior construction projects does not compare favorably. It is woefully short on all systems of reflecting actual construction costs of an adequate highway system in Alaska.

The figures as presented in the consultants' report would come reasonably close to accomplishing the construction portion of the needed highway construction in Alaska, but they would not provide any funding necessary for the accomplishment of preliminary engineering, right-of-way acquisition, utility adjustments, or construction engineering on our primary and secondary systems.

On the other hand, the estimate made by the consultants for urban improvements needed by 1981 we believe to be excessive. While their per mile cost is low, their mileage is high, especially in the Anchorage area.

Our estimates show that some urban improvements can be delayed past 1981, the end of the study period. It is our feeling that urban expenditures of approximately \$60 million will suffice to handle the traffic within the study period.

In order to determine a reasonable figure for engineering and right-of-way costs on our primary and secondary systems, we investigated preliminary engineering, right-of-way, and utility projects which had been completed by the department of highways. Our study showed that engineering and right-of-way features will require, on the average, \$56,300 per mile on our primary system and \$42,100 per mile on our secondary system.

Spot safety projects in the amount of approximately \$7 million will be constructed within the next 4 years. This program adds to the cost of improvements which must be accomplished from Federal-aid apportionments to Alaska and was not included in the consultants' study.

In addition to this, as Mr. McKinnon has previously testified, we are in the process of expending \$10 million on interim improvements on our primary highway system to bring the badly deformed portions to a tolerable riding condition, until such time as funds are available for complete reconstruction.

Keeping in mind the addition of engineering and right-of-way costs, the decrease of the required urban funds, and the addition of safety and interim paving projects, I have analyzed the Federal-aid highway needs in Alaska for the next 16 years.

I wish to present you a copy of this analysis, Mr. Chairman, so that it may be included in the record.

(The information follows:)

Analysis of Federal-Aid highway and State matching funds needed for study period

	1965 construc- tion cost	1965 engineer- ing and right-of- way cost	Interim paving cost	Safety project cost	Total 1965 cost	Adjusted cost	Adjusted annual average
Primary routes.....	328	98	10	4	440	479	30.0
Secondary routes.....	123	43		3	169	184	11.5
Urban routes.....	99				160	65	4.1
Total.....					669	728	45.6
Annual Federal-aid highway and State matching funds.....							41.7
Annual shortage.....							3.9

¹ Department of highways estimate for construction engineering and right-of-way needed during the study period.

Summary typical cost, Alaska highway construction, 1961-65

	Primary	Secondary	Urban
Preliminary engineering.....	\$11,700	\$9,500	\$48,900
Right-of-way.....	8,300	6,300	715,000
Utility adjustment.....	4,500	4,200	71,000
Construction.....	212,000	148,000	1,420,000
Construction engineering (15 percent of construction cost).....	31,800	22,200	142,000
Total.....	268,300	190,200	2,396,900

Typical preliminary engineering costs, Federal-aid primary projects

Project	Termini	Length in miles	Preliminary engineering cost
F-021-1(2).....	Anchor Point to Ninilchik.....	22.500	\$215,936
F-021-1(3).....	Ninilchik to Soldotna.....	35.579	393,024
F-021-1(17).....	Kenai and Kaslof River Bridges.....	.452	50,188
F-021-2(3).....	Moose River Bridge.....	.182	9,070
F-021-2(6).....	Schooners Bend, Kenai River Bridge.....	.091	6,633
F-031-2(8).....	Bertha Creek Slide.....	.813	6,899
F-031-2(9).....	Kern Slide.....	1.001	5,773
F-035-1(3).....	Willow to Willow Creek.....	1.735	27,474
F-035-1(9).....	Little Susitna River Bridge.....	.390	13,463
F-042-1(2).....	From East End Matanuska Bridge E.....	.410	19,623
F-042-1(3).....	5th Ave. extension, Anch.....	2.078	79,273
F-042-2(8).....	Mile 61 Near Sutton.....	.322	1,794
F-037-1(7).....	Ester to Ester Siding.....	4.779	63,490
F-037-2(10).....	Tanana River Bridge South West.....	.543	9,017
F-046-2(1).....	Little Tok River to Clearwater Creek.....	17.842	384,031
F-046-2(5).....	Tok Washout.....	2.152	34,263
F-051-1(2).....	Paxson to Tangle River.....	21.277	88,576
F-062-1(9).....	Bitters Creek.....	1.954	84,752
F-062-2(5).....	Tok Junction East.....	10.482	63,993
F-042-3(5).....	Glennallen to Tolsona Creek.....	16.089	82,741
F-046-2(4).....	Little Tok River to Bartell Creek.....	7.043	76,351
F-071-1(6).....	Sheep Creek Bridge.....	.466	9,541
F-071-1(10).....	Mile 40 to 43 Richardson Highway.....	3.315	58,286
F-071-1(14).....	Mile 1 to New Townsite Valdez.....	5.262	52,942
Total.....		156.757	1,837,133

NOTE.—Preliminary engineering, cost per mile, \$11,720.

Typical cost, secondary right-of-way and utility projects

Project	Location	Miles	Row cost	Utility cost
F-011-1(2) -----	Kodiak Streets -----	1.959	\$215,619.76	\$9,831
F-021-1(2) -----	Anchor Pt.-Ninilchik -----	22.500	217,185.89	
F-021-1(3) -----	Soldotna-Ninilchik -----	35.579	366,815.83	254,111
F-021-1(14) -----	Homer Spit -----	4.292	193,000.00	57,941
F-021-2(3) -----	Moose River Bridge -----	.182	1,401.71	
F-031-1(7) -----	Snow River -----	1.760	11,806.62	51,381
F-031-2(11) -----	Kern and Bertha Slides -----	1.814	2,312.67	13,268
F-035-1(3) -----	Willow to Willow Creek -----	1.845	7,247.17	
F-035-1(4) -----	Big Lake Junction to Houston -----	9.450	79,866.11	25,194
F-037-1(9) -----	Tanana River Bridge at Nenana -----	1.033	19,415.64	
F-037-1(14) -----	Ester to Ester Siding -----	4.779	22,907.72	
F-037-1(23) -----	University Ave., Fairbanks -----	1.290	74,576.86	88,688
F-037-2(10) -----	Tanana River at Nenana South -----	.543	85,430.00	48,867
F-042-1(5) -----	Matanska Bridge Easterly -----	.410	18,237.04	
F-042-1(18) -----	Knik-Matanuska crossing -----	3.358	12,000.31	
F-046-1(5) -----	Mile 24.4 to 30.1 Tok Cutoff -----	5.563	6,000.00	54,000
F-046-2(3) -----	Little Tok River north -----	11.563	10,811.76	
F-046-2(4) -----	Little Tok to Barteli Creek -----	7.043	3,732.15	
F-052-1(2) -----	Paxson to Tangle -----	21.277	8,270.01	
F-062-1(9) -----	Bitters Creek -----	1.954	5,936.61	
F-062-1(10) -----	Canadian Border NW -----	12.683	11,417.43	74,424
F-062-2(6) -----	Tok Junction to Tanana River -----	10.482	10,202.67	
F-062-3(5) -----	Delta Junction to Shaw Creek -----	19.230	91,303.33	67,564
F-064-4(16) -----	Richardson 4 Lane -----	7.391	75,254.00	64,142
F-071-1(6) -----	Sheep Creek Bridge -----	.055	305.69	
F-071-1(10) -----	Mile 40-43 Richardson Highway -----	3.315	6,228.22	
F-071-1(12) -----	Little Tonsina North -----	9.094	4,734.19	20,000
F-071-1(14) -----	Valdez New Townsite -----	5.262	36,000.00	
F-071-2(5) -----	Glennallen South -----	4.222	25,031.53	49,270
F-071-4(5) -----	Black Rapids -----	1.000	1,304.69	
F-071-4(6) -----	Paxson-Fishcreek -----	5.664	22,980.85	
F-095-4(13) -----	Mendenhall River Bridge -----	.820	46,815.00	18,320
F-099-3(2) -----	Sitka-Old Sitka -----	4.570	143,445.26	112,732
F-099-3(4) -----	Old Sitka-Ferry Terminal -----	.596	4,823.31	
F-099-3(5) -----	Sitka Urban -----	.863	3,176.67	2,047
Total -----		223,441	1,845,616.70	1,011,780
Cost per mile -----			8,260.00	4,528

Typical primary construction costs

Project	Location	Work	Miles	Total cost	Con- struction cost per mile
F-021-1(7) -----	Falls Creek to Ninilchik -----	Grade -----	13.668	\$1,757,112	\$128,556
F-021-1(8) -----	Ninilchik to Happy Creek -----	do -----	8.587	1,252,300	145,836
F-021-1(11) -----	Anchor Point to Happy Creek -----	do -----	13.913	1,404,669	100,960
F-021-1(12) -----	Kasilof River to Falls Creek -----	do -----	9.120	976,002	107,017
F-021-1(21) -----	Anchor Point to Ninilchik -----	Pave -----	22.500	831,518	37,048
F-035-4(5) -----	Summit to East Fork -----	Grade -----	18.766	4,290,591	228,636
F-042-1(4) -----	Eagle River-Fort Rich -----	Grade and pave -----	4.138	856,694	207,030
F-042-1(8) -----	East 5th Ave -----	do -----	2.078	976,039	469,701
F-042-3(6) -----	Glennallen East -----	do -----	16.089	2,755,905	171,000
F-042-3(10) -----	Mendeltna Creek east -----	do -----	10.136	1,632,760	161,085
F-046-1(5) -----	Mile 24.4 to 30.1 Tok Cutoff -----	do -----	5.563	1,554,797	279,488
F-052-1(12) -----	Paxson Tangle -----	Grade -----	21.277	1,599,417	75,171
F-062-1(11) -----	Canadian Border NW -----	Grade and pave -----	12.686	3,869,293	305,005
F-062-3(6) -----	Tanana River to Delta Junction -----	do -----	9.166	773,947	84,437
F-062-3(7) -----	Shaw Creek to Tanana River -----	do -----	8.566	1,663,516	194,200
F-062-4(16) -----	Richardson Four-Lane -----	do -----	7.390	3,275,924	443,291

NOTE.—Primary: Grade, 62.831 miles at \$8,623,122—per mile, \$137,243; pave, 98.312 miles at \$20,847,362—per mile, \$212,053. All primary will be eventually paved.

Typical preliminary engineering costs, Federal aid secondary projects

Project	Termini	Length in miles	Preliminary engineering cost
S-0463(3)-----	Kalifonsky Beach Rd.....	9.621	\$20,803
S-0490(1)-----	North Kenai extension to Swanson Rd.....	9.011	201,469
S-0501(1)-----	Girdwood to Alyeska.....	2.927	128,372
S-0510(4)-----	Big Lake Junction to Houston.....	9.334	64,711
S-0511(2)-----	FAP-35 to Big Lake.....	3.573	12,408
S-0512(1)-----	O'Malley Rd.....	3.999	21,498
S-0420(4)(5)-----	Sand Lake Rd.....	4.087	57,101
S-0525(1)-----	Wasilla-Goose Bay.....	18.492	167,922
S-0547(1)-----	Dowling-Lake Otis Rds.....	3.950	33,463
S-0549(1)-----	Abbott Loop.....	1.247	21,359
S-0566(1)-----	Springer Loop (inner).....	2.696	24,210
S-0568(1)-----	Springer Loop (outer).....	3.782	38,133
S-0579(1)-----	Clarke-Wolverine and Huntley Rds.....	1.550	9,468
S-0583(1)-----	Sunshine to Talkeetna.....	14.121	31,106
S-0585(1)-----	Sutton to Jonesville.....	2.129	21,801
S-0620(1)-----	Badger Loop.....	11.704	106,725
S-0624(1)-----	Third St. Trainer Gate.....	2.061	23,344
S-0639(2)-----	Anderson Rd.....	4.679	38,360
S-0644(1)-----	Farmers Loop.....	8.851	63,605
S-0645(4)-----	Chena Pump and Ridge Rd.....	13.634	142,182
S-0647(1)-----	Goldstream Rd mile 0 east.....	4.227	24,590
S-0656(5)-----	FAP-61 east to mile 14.4 Chena Hot Springs.....	14.400	124,788
S-0650(9)-----	Mile 14.4 to 21 Chena Hot Springs.....	6.179	53,454
S-0651(2)-----	Sheep Creek Rd.....	4.964	52,587
S-0665(1)-----	Peger-Van Horn Rd.....	4.517	15,907
S-0670(4)-----	North Fork 12 Mile Creek.....	.380	9,027
S-0670(5)-----	Fox to Chatanika.....	16.636	127,700
S-0670(7)-----	Chatanika Northeast.....	14.426	250,118
S-0902(1)-----	South Ketchikan Slide.....	.290	6,482
S-0933(4)-----	Sitka to ferry terminal.....	5.216	114,281
S-0933(5)-----	Sawmill Creek Blvd.....	.418	21,525
S-0940(1)-----	Yakutat.....	1.751	36,035
S-0943(1)-----	Wrangel Sts.....	.910	17,911
S-0968(2)-----	Mendenhall Glacier Spur.....	1.477	4,344
S-0979(1)-----	Fritz Cove Rd.....	2.564	65,443
S-0997(2)-----	Skagway St. and ferry terminal.....	1.416	51,662
S-0999(2)-----	Skagway-Carcross.....	.666	3,898
S-0131(4)-----	Sinuk River to Tisuk River.....	20.877	99,880
S-0131(5)-----	Teller to Tisuk River.....	23.262	41,534
S-1451(1)-----	Coffee Creek to Kougarok River.....	9.911	39,977
S-0851(13)-----	Million Dollar Bridge.....	.298	4,829
S-0851(14)-----	Mile 13 to 15 Copper River Highway.....	2.221	25,114
S-0851(17)-----	Mile 0 to 5 Copper River Highway.....	4.650	179,657
	Total.....	273.104	2,598,783

NOTE.—Preliminary engineering cost per mile, \$9,516.

Typical cost, secondary right-of-way and utility projects

Project	Location	Miles	Right-of-way cost	Utility cost
S-0131(5)	Teller-Tisuk River	25.29	\$1,957.03	
S-0131(10)	Nome-Penny River	7.05	42,316.34	\$8,745
S-0463(4)	Kalifornsky Beach Rd.	9.48	16,716.45	
S-0490(3)	Nikishka to Bishop Creek	5.35	31,721.11	
S-0490(5)	Bishop Creek to Swanson River	4.40	9,239.66	
S-0501(1)	Girdwood to Alyeska	2.93	62,967.44	35,540
S-0511(4)	Big Lake Rd.	3.58	12,140.68	
S-0512(2)	O'Malley Rd.	4.00	58,409.62	200,777
S-520(7)	Sand Lake Rd.	4.09	139,755.29	145,381
S-0525(2)	Wasilla-Goose Bay	18.89	160,656.72	117,842
S-0547(4)	Lake Otis-Dowling Rd.	4.00	56,393.15	54,863
S-0549(1)	Abbott Loop	1.25	45,371.67	31,956
S-0566(2)	Springer Loop (inner)	2.70	45,031.30	24,052
S-0568(2)	Springer Loop (outer)	3.50	61,495.64	39,579
S-0580(7)	Willow East	9.95	108,939.35	6,548
S-0583(2)	Talkeetna Spur	14.19	31,533.14	3,769
S-0585(2)	Sutton-Jonesville	2.40	1,455.77	
S-0620(2)	Badger Loop	11.66	78,411.20	19,950
S-0624(2)	3d St. to Trainer Gate Rd.	2.07	59,483.58	7,800
S-0639(2)	Anderson Rd.	4.68	5,446.63	3,719
S-0644(3)	Farmers Loop	8.70	84,924.16	89,154
S-0645(4)	Chena Pump Rd.	13.80	171,802.00	51,143
S-0647(1)	Goldstream, mile 0 to 4	4.23	35,560.07	6,309
S-0650(6)	Mile 21 to 55, Chena Hot Springs Rd.	34.00	32,991.57	
S-0650(7)	Mile 0 to 14.4, Chena Hot Springs Rd.	14.40	67,048.97	93,030
S-0650(10)	Mile 14.4 to 21, Chena Hot Springs Rd.	6.60	13,381.94	
S-0651(2)	Sheep Creek Rd.	4.96	23,098.99	20,620
S-0665(1)	Peger-Van Horn Rd.	4.50	36,879.41	17,964
S-0670(6)	Fox-Chatanika	16.64	40,127.63	16,410
S-0670(7)	Chatanika Northeast	14.43	11,034.25	
S-0680(12)	Fox-Olmes	8.95	27,086.77	1,503
S-0851(30)	Mile 1.37 to 4.59, Copper River Highway	3.28	6,022.39	
S-0924(2)	Klawock-Halfmile Creek	2.87	29,254.09	7,475
S-0933(6)	Lake St. to Jeff Davis St.	.42	12,000.00	
S-0943(2)	Wrangel streets	.88	17,272.15	
S-0959(1)	Mile 3.5, North Douglas Highway	3.47	76,257.20	131,047
S-0980	Fritz Cove Rd.	2.56	82,748.20	80,146
Total		286.15	1,796,931.56	1,215,322
Cost per mile			6,280	4,247

Typical secondary construction costs

Project	Location	Work	Miles	Total cost	Construction cost per mile
S-0490(4)	North Kenai extension	Grade	5.263	\$657,808	\$124,987
S-0490(6)	Bishop Creek-Swanson River	do	3.788	1,033,129	272,737
S-0490(7)	Wildwood, South to North, 10 miles	Grade and pave	8.762	1,436,932	163,996
S-0520(7)	Sand Lake Rd.	do	4.087	968,215	236,901
S-0583(3)	Talkeetna Rd.	Grade	14.121	972,754	68,887
S-0645(4)	Chena Ridge and Pump Rd.	do	13.634	1,499,362	109,972
S-0650(8)	Mile 0 to 20.6, Chena Hot Springs Rd.	Grade and pave	20.579	4,170,360	202,651
S-0650(3)	Mile 21 to 27, Chena Hot Springs Rd.	Grade	6.250	485,391	77,662
S-0650(11)	Mile 27 to 55, Chena Hot Springs Rd.	do	27.613	3,122,062	113,064
S-0651(2)	Sheep Creek Rd.	do	4.964	757,589	152,617
S-0937(5)	Blind Slough, Dry Straits	do	10.940	2,623,930	239,847

NOTE.—Secondary: Grade, 86.573 miles at \$11,152,025—\$128,816 per mile; grade and pave, 33.428 miles at \$6,575,507—\$196,707 per mile.

$$\text{Weighted secondary average: } \frac{86.573}{33.428} = 2.59 \times \frac{129,000}{197,000} = \frac{334,000}{531,000}$$

$$\text{Weighted average cost per mile} = \frac{\$531,000}{3.59} = \$148,000 \text{ per mile.}$$

Final ratio of unpaved to paved secondaries should be in approximately this ratio: 2.59:1.

Typical preliminary engineering costs, urban projects

Project	Termini	Length in miles	Preliminary engineering cost
F-011-1(5)-----	Kodiak streets-----	1.956	\$75,596
F-031-2(20)-----	Ingra St. from 5th Ave. to Fireweed-----	1.374	104,384
F-037-1(3)-----	University Ave. and bridge, Fairbanks-----	1.299	55,882
F-095-1(5)-----	Tongass Ave., 3d to Tremont-----	.792	61,220
F-099-3(3)-----	Sitka urban-----	.863	27,976
U-031-2(17)-----	Fireweed Lane to Northern Lights Blvd-----	.362	14,097
US-0544(1)-----	Airport Heights-----	.383	21,199
S-0990(1)-----	Haines streets-----	.534	9,428
	Total-----	7.563	369,782

NOTE.—Preliminary engineering cost per mile, \$48,894.

Typical costs, urban right-of-way and utility projects

Project No.	Location	Miles	Right-of-way cost	Utility cost
U-031-2(17)-----	Fireweed-Northern Lights Blvd-----	0.362	\$261,808	\$46,865
F-031-2(20)-----	5th Ave. to Fireweed-----	1.374	609,321	46,608
F-042-1(15)-----	6th Ave., Gambell east-----	.420	415,902	17,746
F-062-4(12)-----	Airport Rd., University east-----	2.548	1,782,000	247,398
F-095-1(6)-----	3d to Tremont-----	.792	522,554	32,000
S-0529(2)-----	C St., Fireweed to Northern Lights Blvd-----	.350	590,931	24,448
	Total-----	5.846	4,182,516	415,065
	Cost per mile-----		715,449	71,000

Typical costs, urban construction projects

Project No.	Location	Mile	Construction cost	Cost per mile
F-031-2(21)-----	FAP-31 from 5th Ave. to Northern Lights Blvd., Anchorage-----	1.648	\$1,511,704	\$917,290
F-042-1(15)-----	6th Ave. from Gambell to Medfra, Anchorage-----	.420	301,321	717,430
F-042-1()-----	FAP-42 from 15th to Northern Lights Blvd., Anchorage-----	1.436	3,500,000	2,437,325
F-062-4(10)-----	Airport Rd. from University Ave. East, Fairbanks-----	2.446	3,019,535	1,234,479
F-095-1(17)-----	Tongass Ave. from Tremont to 3d St., Ketchikan-----	.792	1,247,869	1,575,592
F-095-8()-----	Norway Point to 10th Ave., Juneau-----	.836	1,300,000	1,555,024
S-0539(2)-----	C St. from 21st Ave. to Northern Lights Blvd., Anchorage-----	.350	373,488	1,067,109
	Total-----	7.928	11,253,917	
	Cost per mile-----		1,419,515	

Mr. CAMPBELL. I have, in making this analysis, assumed that the costs included in the consultants' report of \$328 million and \$123 million are sufficient to meet bare construction costs on the primary and secondary systems during the 16-year study period.

This, in spite of the fact that past cost records of similar construction do not completely support this conclusion. In addition, I have used our average engineering and right-of-way costs for the various systems to estimate the moneys that will be needed to perform these phases of the construction.

Costs have been estimated to increase on the basis of 1 percent per year. One can see from a review of this cost analysis that present

Federal-aid highway moneys are not sufficient to fund the needed improvements within the study period. This study shows that \$45.6 million will be needed, on the average, for the next 16 years to accomplish this goal. The contrast of this estimate with the Bureau of Public Roads' estimated expenditure of \$37.5 million per year is immediately apparent.

Alaska's present Federal-aid highway moneys, when matched by the State, total \$42.4 million annually. However, \$700,000 of this amount is earmarked for planning and research functions, making \$41.7 million available for use in the engineering and construction program. Our review of the needs and their costs indicates that the necessary construction program cannot be successfully accomplished in the 16-year study period.

We can see no hope of starting a development of access road program as recommended, even if the authority to use Federal-aid funds is granted by this Congress, without additional appropriations.

One question that should be answered is what will additional appropriations be used for if such are made in Alaska? We would strongly recommend that \$5 million per year be earmarked for access and development roads, and that the remaining \$5 million be used to partially fund our maintenance program. The latter would allow State revenues to be used in the construction of other needed local service roads throughout the State.

It is not my purpose here today to do other than support the recommendations of the consultants in their Alaska highway study and also to support Senator Gruening's amendments to the Federal-aid Highway Act of 1966.

I have tried to point out to this committee the fact that the estimates used by the Bureau of Public Roads and the Department of Commerce are not consistent with past costs in Alaska and that when proper costs are used in the same train of logic as developed by them, it readily shows that surplus funds do not exist in our present Federal-aid highway program. The amounts proposed by Senator Gruening's amendments are sufficient to commence a construction program for development and access roads in our State. These amendments are consistent with the findings and recommendations of the Alaska highway study.

Thank you very much, Mr. Chairman.

Senator MUSKIE. Thank you very much.

It is very useful testimony. I can understand the concern of the State of Alaska in meeting its highway needs. Senator Gruening has been a very vocal and articulate spokesman for those needs over the years since I have been on this committee and he has insisted that I stay here this morning to hear this testimony.

I am delighted to be here and to have this opportunity. It is a difficult problem. I am sure that the committee will consider it with sympathy not only because of Senator Gruening's advocacy, but also because of the obvious urgency of the problem.

Senator GRUENING. Thank you very much, Senator Muskie.

Thank you very much, Don McKinnon and Bruce Campbell, for your excellent statements.

I would say that the issue resolves itself very simply into the basic fact that during the 41 years that this tremendously important piece

of legislation, the Federal-Aid Highway Act of 1916 was in effect for all the other States and shortly after its enactment for even the out-laying areas, Alaska was totally excluded for 40 years and very limited inclusion in the years before statehood, and that the problem is that of catching up and it is obvious that we can't catch up unless we get some additional aid from the Federal Government, and the amendments that I have proposed are modest. They merely get us started in that direction.

But I would agree that if we can get this legislation through we would ask for nothing more during the period of this increase in order to show that we are not extravagant in our demands. We would like more. We could use more. But we would at least like to make a start in the catching up process, and this is a matter not only of concern to Alaska; it is of concern to the entire Nation because under the President's program of trying to get people to travel at home rather than abroad we know there is going to be great tourist traffic to Alaska and at the present time the highway system is of necessity, because of this near half-century of discrimination, totally inadequate to take care of needs of our fellow citizens.

I am very hopeful that some improvements in our present situation will be supported by the administration which initiated the study some 5 years ago and which has only within the last few days really been brought to us.

We will continue to work for this because it is an act of belated justice to enable us in Alaska to catch up with nearly a half century of total exclusion and then very limited inclusion during this period when this magnificent system of highways was being built in all the other States.

Senator MUSKIE. Thank you very much, Senator.

Thank you, gentlemen.

Mr. CAMPBELL. Thank you.

Senator MUSKIE. I will place in the record at this point a letter from Gov. Orval E. Faubus of Arkansas and one from Harry A. Williams, managing director of the American Manufacturers Association.

(The letters are as follows:)

STATE OF ARKANSAS,
OFFICE OF THE GOVERNOR,
Little Rock, May 17, 1966.

Senator JENNINGS RANDOLPH,
Chairman, Senate Public Works Subcommittee on Roads,
Washington, D.C.

DEAR SENATOR RANDOLPH: I note consideration is being given for an increase in the Federal Aid fund for construction of the interstate highway system, based on the increased cost of construction.

In our state we are coming along very well on this fine system. When completed it will be a great asset to the nation.

However, I do wish to point out that the completion of an interstate highway in a certain section of a state or an area gives it great economic advantage over other sections. This is especially true when an adequate highway improvement program in the secondary and primary field of highway construction cannot be carried on in the other sections. This makes the discrepancies even worse, and many aspects of the program will be patently unfair if this great economic advantage is created for one section to the disadvantage of other sections.

This makes even more needful and imperative an adequate highway improvement program in other sections which feed into the state system. I would,

therefore, like to suggest that, if at all possible, an increase in federal funds for the long-time regular federally-supported highway programs of improvement of the primary, secondary, and urban roads. There is especially a great need for an increase in federal aid for the improvement of secondary highways in this state. The need for improvement on the primary highways is greater now than ten years ago, because of the great increase in traffic volume.

In the field of secondary construction, many areas are being sadly neglected and are suffering outright discrimination because as yet many rural sections have no improved highways at all.

I hope you and the members of your committee will give this matter very serious consideration.

Most sincerely,

ORVAL E. FAUBUS, *Governor.*

AUTOMOBILE MANUFACTURERS ASSOCIATION, INC.,
Detroit, Mich., May 23, 1966.

HON. JENNINGS RANDOLPH,
*Chairman, Committee on Public Works,
 U.S. Senate, Washington, D.C.*

DEAR CHAIRMAN RANDOLPH: We respectfully request that this letter, representing the views of the motor vehicle manufacturing industry, be made a part of the record of the Subcommittee on Public Roads during hearings on S. 3155, the Federal-Aid Highway Act of 1966.

The industry is in general support of the proposed legislation. Our comments pertain only to Section 6, which would permit Highway Trust Fund financing of the Highway Beautification Act adopted by Congress in 1965.

This would be a reversal of the decision Congress made last year, which required financing of the highway beautification program from general Treasury revenues, and which specified that no Highway Trust Fund revenues could be used for the program.

The 1965 action by Congress was a sound one and should not be changed. The industry supports the objectives of the highway beautification program. But this program does not belong in the Highway Trust Fund. Revenues in the Fund are urgently needed for continued construction on the Interstate Highway System and other portions of the cooperative state-federal highway improvement program, and are essential to providing safer and more efficient facilities for motor traffic.

The Department of Commerce is required to report by January 10, 1967, on the cost, effectiveness and economic impacts of the highway beautification program, and on alternate methods for accomplishing the Act's objectives. Certainly no changes in financing methods should be considered until the 1967 report is available for study.

Moreover, as specified in the Highway Beautification Act, this program involves projects that are virtually all outside the legal rights-of-way of the state-federal highway network. It is the industry's long-standing position, and that of national highway user organizations, that special road-use taxes dedicated to the Highway Trust Fund should be spent only for improvements within the legal rights-of-way of the road system.

The primary purpose of the federal highway program, from its beginnings in 1916, has been to assist the states in improving a limited mileage of major roads and streets that carry heavy traffic volumes, including landscaping within the legal rights-of-way and the provision of simple roadside rest and picnic areas. Programs to beautify the landscape or to develop recreation areas outside the right-of-way should have no place in the Highway Trust Fund program.

It appears appropriate for us to comment also on suggestions which have been made during hearings on S. 3155 that the highway beautification program be financed by transfer from the general Treasury to the Highway Trust Fund of revenues from a one percent federal excise tax on new automobiles.

We wish to register our vigorous objection to this proposed transfer of new-car excise tax revenues to the Highway Trust Fund, for these reasons:

(1) The new-car excise tax is not a highway user tax. Its transfer to the Highway Trust Fund would therefore be improper and inequitable, regardless of whether the tax were earmarked for highway beautification or highway construction.

The road-use taxes which Congress has dedicated to the Trust Fund are paid by all owners of both new and used motor vehicles. They are designed to collect from each motorist a portion of total highway costs reflecting with reasonable accuracy the relative extent and intensity of each motorist's highway use.

A tax on the purchase price of new automobiles lacks any qualification for equity as a road-use impost. Among new-car buyers, the tax may vary as much as five to one. Also, a motorist driving 5,000 miles a year would pay at the same rate as one driving 50,000 miles a year. The inequity would be further compounded in that only new-car buyers would be paying the tax.

In the Excise Tax Reduction Act of 1965, the Congress formally recognized that the new-car excise tax is not only discriminatory, but is economically unsound as well. The only possible justification for continuation of this tax is that the revenue is needed to meet costs of the Vietnam war.

It was for this purpose that Congress recently reinstated the one percent new-car excise tax which had been repealed on January 1, restoring the tax rate to seven percent. It would seem contradictory, shortly after taking this action, for Congress now to provide that tax revenues collected for emergency defense requirements be dedicated to the highway beautification program.

(2) In creating the Highway Trust Fund in 1956, Congress indicated its intent to allocate highway costs equitably among motorist and non-motorist taxes in relation to the cost responsibility of highway users and non-users.

To impose the cost of the highway beautification program on new-car purchasers would be in direct violation of the objectives of the Trust Fund.

The Highway Cost Allocation Study, made by the Department of Commerce under a directive of the 1956 Highway Revenue Act, showed that at both the state and federal levels motorists are substantially overpaying their cost obligation for highways. The study showed, at the federal level, that 8 percent of Trust Fund revenues should come from non-motorist taxes.

If it is inappropriate, and in conflict with sound tax practice, to tax highway users for the highway beautification program, it is even more inappropriate and inequitable to require that this program be financed by special taxes paid by new-car purchasers alone.

For these reasons, we urge the Congress to resist any expansion of the Highway Trust Fund to cover programs beyond those specified in the 1956 Highway Revenue Act, and to insist that projects outside the legal rights-of-way of the state-federal highway system be financed outside the Trust Fund and from general Treasury tax revenues unrelated to any specific tax source.

Respectfully yours,

HARRY A. WILLIAMS, *Managing Director.*

Senator MUSKIE. This concludes the hearings on this legislation. The record will be kept open through June 30.

(Whereupon, at 11:35 a.m., the subcommittee adjourned to reconvene at the call of the Chair.)



LEGISLATIVE HISTORY
Public Law 89-574
S. 3155

TABLE OF CONTENTS

Index and summary of S. 3155	1,2
Digest of Public Law 89-574.	3

INDEX AND SUMMARY OF S. 3155

Mar.	29, 1966	Sen. Randolph introduced and discussed S. 3155 which was referred to S. Public Works Committee. Remarks of author and print of bill. Sen. Jordan submitted and discussed proposed amendment to S. 3155.
April	6, 1966	Rep. Fallon introduced H. R. 14359 which was referred to H. Public Works Committee. Print of bill as introduced.
April	25, 1966	Sen. Moss offered and discussed proposed amendment to S. 3155.
May	17, 1966	House subcommittee approved a substitute bill for H. R. 14359.
May	18, 1966	House committee voted to report H. R. 14359.
June	23, 1966	Sen. Yarborough submitted and discussed proposed amendment to S. 3155.
July	12, 1966	Senate subcommittee voted to report S. 3155.
July	18, 1966	House committee reported H. R. 14359 with an amendment. H. Report 1704. Print of bill and report.
July	20, 1966	Senate committee voted to report (but did not actually report) S. 3155.
July	26, 1966	Senate committee reported S. 3155 with amendment. S. Report 1410. Print of bill and report.
July	27, 1966	House Rules Committee reported resolution for consideration of H. R. 14359. H. Res. 936, H. Report 1775. Print of resolution and report.
July	28, 1966	Senate passed S. 3155 as reported.
Aug.	11, 1966	House passed S. 3155 with amendment (inserting language of H. R. 14359). House conferees were appointed. H. R. 14359 laid on table due to passage of S. 3155.
Aug.	12, 1966	Senate conferees were appointed on S. 3155.

INDEX AND SUMMARY OF S. 3155, cont'd

Aug.	23, 1966	Conferees agreed to file a report on S. 3155.
Aug.	29, 1966	House received conference report on S. 3155. H. Report 1903. Print of report.
Aug.	30, 1966	Senate agreed to conference report.
Aug.	31, 1966	House agreed to conference report.
Sept.	13, 1966	Approved: Public Law 89-574.

Hearings: H. Public Works Committee on
H. R. 14359.

S. Public Works Committee on
S. 3155.

DIGEST OF PUBLIC LAW 89-574

FEDERAL-AID HIGHWAY ACT OF 1966. Authorizes the appropriation of \$33 million for forest highways for fiscal years 1968 and 1969; \$14 million for fiscal year 1968 and \$16 million for fiscal year 1969 for public land highways; and \$170 million for fiscal years 1968 and 1969 for forest development roads and trails. Also adds a new subsection to section 109 of title 23, U. S. Code, which requires the Secretary of Commerce to consult with the Secretary of Agriculture with respect to guidelines for minimizing possible soil erosion from highway construction. These guidelines are to be reported to Congress by July 1, 1967.

89TH CONGRESS
2D SESSION

S. 3155

IN THE SENATE OF THE UNITED STATES

MARCH 29 (legislative day, MARCH 25), 1966

Mr. RANDOLPH (by request) introduced the following bill; which was read twice
and referred to the Committee on Public Works

A BILL

To authorize appropriations for the fiscal years 1968 and 1969
for the construction of certain highways in accordance with
title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That

4 SHORT TITLE

5 SECTION 1. This Act may be cited as the "Federal-Aid
6 Highway Act of 1966".

7 REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR
8 INTERSTATE SYSTEM

9 SEC. 2. Subsection (b) of section 108 of the Federal

1 Aid Highway Act of 1956, as amended, is amended to read
2 as follows:

3 “ (b) AUTHORIZATION OF APPROPRIATIONS.—For the
4 purpose of expediting the construction, reconstruction, or im-
5 provement, inclusive of necessary bridges and tunnels, of the
6 Interstate System, including extensions thereof through
7 urban areas, designated in accordance with the provisions
8 of subsection (d) of section 103 of title 23, United States
9 Code, there is hereby authorized to be appropriated the ad-
10 ditional sum of \$1,000,000,000 for the fiscal year ending
11 June 30, 1957, which sum shall be in addition to the author-
12 ization heretofore made for that year, the additional sum of
13 \$1,700,000,000 for the fiscal year ending June 30, 1958, the
14 additional sum of \$2,200,000,000 for the fiscal year ending
15 June 30, 1959, the additional sum of \$2,500,000,000 for the
16 fiscal year ending June 30, 1960, the additional sum of
17 \$1,800,000,000 for the fiscal year ending June 30, 1961, the
18 additional sum of \$2,200,000,000 for the fiscal year ending
19 June 30, 1962, the additional sum of \$2,400,000,000 for the
20 fiscal year ending June 30, 1963, the additional sum of
21 \$2,600,000,000 for the fiscal year ending June 30, 1964,
22 the additional sum of \$2,700,000,000 for the fiscal year
23 ending June 30, 1965, the additional sum of \$2,800,000,000
24 for the fiscal year ending June 30, 1966, the additional sum
25 of \$3,000,000,000 for the fiscal year ending June 30, 1967,

1 the additional sum of \$3,300,000,000 for the fiscal year
2 ending June 30, 1968, the additional sum of \$3,600,000,000
3 for the fiscal year ending June 30, 1969, the additional sum
4 of \$3,600,000,000 for the fiscal year ending June 30, 1970,
5 the additional sum of \$3,600,000,000 for the fiscal year end-
6 ing June 30, 1971, and the additional sum of \$2,685,000,-
7 000 for the fiscal year ending June 30, 1972.”

8 AUTHORIZATION OF USE OF COST ESTIMATE FOR APPOR-
9 TIONMENT OF INTERSTATE FUNDS

10 SEC. 3. The Secretary of Commerce is authorized to
11 make the apportionment for the fiscal years ending June 30,
12 1968, and 1969, of the sums authorized to be appropriated
13 for such years for expenditures on the National System of
14 Interstate and Defense Highways, using the apportionment
15 factors contained in table 5 of House Document Numbered
16 42, Eighty-ninth Congress.

17 EXTENSION OF TIME FOR COMPLETION OF SYSTEM

18 SEC. 4. (a) The second paragraph of section 101 (b) of
19 title 23, United States Code, is amended by striking out
20 “fifteen years” and inserting in lieu thereof “sixteen years”
21 and by striking out “June 30, 1971”, and inserting in lieu
22 thereof “June 30, 1972”.

23 (b) The second and third sentences of section 104 (b)
24 (5) of title 23, United States Code, are amended by striking

1 “1971” where it appears and inserting in lieu thereof
2 “1972”, and by striking “fiscal year ending June 30, 1971”,
3 at the end of the penultimate sentence and inserting in lieu
4 thereof “fiscal years ending June 30, 1971, and June 30,
5 1972”.

6 AUTHORIZATIONS

7 SEC. 5. For the purpose of carrying out the provisions
8 of title 23 of the United States Code, the following sums are
9 hereby authorized to be appropriated:

10 (1) For the Federal-aid primary system and the
11 Federal-aid secondary system and for their extension within
12 urban areas, out of the highway trust fund, \$1,000,000,000
13 for the fiscal year ending June 30, 1968, and \$1,000,000,000
14 for the fiscal year ending June 30, 1969. The sums author-
15 ized in this paragraph for each fiscal year shall be available
16 for expenditure as follows:

17 (A) 45 per centum for projects on the Federal-aid
18 primary highway system;

19 (B) 30 per centum for projects on the Federal-aid
20 secondary highway system; and

21 (C) 25 per centum for projects on extensions of
22 the Federal-aid primary and Federal-aid secondary high-
23 way systems in urban areas.

24 (2) For forest highways on the Federal-aid highway
25 systems, out of the highway trust fund, \$33,000,000 for the

1 fiscal year ending June 30, 1968, and \$33,000,000 for the
2 fiscal year ending June 30, 1969.

3 (3) For public lands highways on the Federal-aid high-
4 way systems, out of the highway trust fund, \$7,000,000 for
5 the fiscal year ending June 30, 1968, and \$7,000,000 for the
6 fiscal year ending June 30, 1969.

7 (4) For forest development roads and trails, \$85,000,-
8 000 for the fiscal year ending June 30, 1968, and \$110,000,-
9 000 for the fiscal year ending June 30, 1969.

10 (5) For public lands development roads and trails,
11 \$2,000,000 for the fiscal year ending June 30, 1968, and
12 \$3,000,000 for the fiscal year ending June 30, 1969.

13 (6) For park roads and trails, \$25,000,000 for the fiscal
14 year ending June 30, 1968, and \$30,000,000 for the fiscal
15 year ending June 30, 1969.

16 (7) For parkways, \$9,000,000 for the fiscal year end-
17 ing June 30, 1968, and \$11,000,000 for the fiscal year
18 ending June 30, 1969.

19 (8) For Indian reservation roads and bridges,
20 \$18,000,000 for the fiscal year ending June 30, 1968, and
21 \$23,000,000 for the fiscal year ending June 30, 1969.

22 HIGHWAY BEAUTIFICATION

23 SEC. 6. (a) The last sentence in subsections 131 (m)
24 and 136 (m) of title 23, United States Code, is hereby de-

1 leted and the following is substituted in lieu thereof: "No
2 part of the highway trust fund shall be available to carry
3 out this section before July 1, 1966. The provisions of
4 chapter 1 of this title relating to the obligation, period of
5 availability, and expenditure of Federal-aid primary highway
6 funds, except as determined by the Secretary to be incon-
7 sistent with this section, shall apply to the funds authorized
8 to be appropriated to carry out this section after June 30,
9 1966."

10 (b) The last sentence in subsection 319 (b) of title 23,
11 United States Code, is hereby deleted and the following is
12 substituted in lieu thereof: "No part of the highway trust
13 fund shall be available to carry out this subsection before
14 July 1, 1966. The provisions of chapter 1 of this title relat-
15 ing to the obligation, period of availability, and expenditure
16 of Federal-aid primary highway funds, except as determined
17 by the Secretary to be inconsistent with this subsection, shall
18 apply to the funds authorized to be appropriated to carry out
19 this subsection after June 30, 1966."

20 EMERGENCY RELIEF

21 SEC. 7. Subsection (a) of section 125 of title 23, United
22 States Code, is amended to read as follows:

23 " (a) The Secretary is hereby granted standby author-
24 ity to expend, from any funds heretofore or hereafter appro-
25 priated for expenditure in accordance with the provisions

1 of this title, including existing Federal-aid appropriations,
2 and subject to the provisions of this section and section
3 120 (f), the sum of \$50,000,000 for the fiscal year 1967,
4 and a like sum for each fiscal year thereafter, for the repair
5 or reconstruction of highways, roads, and trails which he
6 shall find have suffered serious damage as a result of disaster
7 over a wide area, such as by floods, hurricanes, tidal waves,
8 earthquakes, severe storms, landslides, or other catastrophes
9 in any part of the United States. The unexpended balance
10 of such authorization shall remain available for expenditure
11 for a period of two years after the close of the fiscal year
12 for which such sum is authorized. Expenditures under this
13 section on any of the Federal-aid highway systems shall be
14 reimbursed by appropriations from the highway trust fund,
15 and expenditures under this section for highways, roads,
16 and trails not on any Federal-aid highway system shall be
17 reimbursed by appropriations from the general funds of the
18 Treasury, which appropriations are hereby authorized.”

19 (b) Subsections (b) and (c) of section 125 of title
20 23, United States Code, are amended by striking the words
21 “from the emergency fund” where they appear.

A BILL

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. RANDOLPH

MARCH 29 (legislative day, MARCH 25), 1966

Read twice and referred to the Committee on Public Works

IN THE SENATE OF THE UNITED STATES

MARCH 29 (legislative day, MARCH 25), 1966

Referred to the Committee on Public Works and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. JORDAN of Idaho to S. 3155,
a bill to authorize appropriations for the fiscal years 1968
and 1969 for the construction of certain highways in ac-
cordance with title 23 of the United States Code, and for
other purposes, viz:

- 1 In clause (4) of section 5 strike out "\$85,000,000"
- 2 and insert in lieu thereof "\$170,000,000" and strike out
- 3 "\$110,000,000" and insert in lieu thereof "\$170,000,000".

Amdt. No. 508

AMENDMENT

Intended to be proposed by Mr. Jordan of Idaho to S. 3155, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

MARCH 29 (legislative day, MARCH 25), 1966
Referred to the Committee on Public Works and
ordered to be printed

kota [Mr. YOUNG], the Senator from Colorado [Mr. ALLOTT], the Senator from Nebraska [Mr. CURTIS], the Senator from Iowa [Mr. MILLER], the Senator from Hawaii [Mr. FONG], the Senator from Delaware [Mr. BOGGS], the Senator from Nebraska [Mr. HRUSKA], the Senator from Texas [Mr. TOWER], the Senator from New Hampshire [Mr. COTTON], the Senator from Vermont [Mr. PROUTY], the Senator from South Dakota [Mr. MUNDI], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Colorado [Mr. DOMINICK], the Senator from New Jersey [Mr. CASE], the Senator from Utah [Mr. BENNETT], the Senator from Wyoming [Mr. SIMPSON], the Senator from Idaho [Mr. JORDAN], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Kentucky [Mr. MORTON], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from Maine [Mrs. SMITH], and the Senator from South Carolina [Mr. THURMOND]. Mr. President, there may be other cosponsors. I ask unanimous consent that the amendment be held at the desk for the balance of the afternoon and that the names of additional cosponsors may be added.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill will remain at the desk, as requested by the Senator from Illinois.

The bill (S. 3149) to amend title XVIII of the Social Security Act to extend through August 31, 1966, the initial enrollment period for coverage under the program of supplementary medical insurance benefits for the aged provided under part B of such title, introduced by Mr. DIRKSEN (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Finance.

RETIREMENT BENEFITS FOR COMPTROLLER GENERAL

Mr. McCLELLAN. Mr. President, I introduce, for appropriate reference, a bill to amend those sections of the Budget and Accounting Act of 1921, relating to retirement benefits of the Comptroller General of the United States.

The bill would provide for the continuation of coverage under the Civil Service Retirement Act of any appointee to the Office of the Comptroller General who at the time of appointment is or has been subject to the provisions of that act. At the same time it would permit the appointee to elect at any time, but not later than 60 days after the expiration of his first 10 years of service as Comptroller General to be covered by the retirement system prescribed for the Comptroller General in the Budget Accounting Act.

The purpose of the legislation is to prevent an appointee to the Office of Comptroller General of the United States from losing valuable rights and protection which have accrued through years of service under the Civil Service Retirement Act.

Until an election is exercised the appointee will continue under the Civil Service Retirement Act and have deduc-

tions made from his salary in the same manner as other employees subject to that act. The bill confers no special or additional benefits under either retirement system but merely grants a Comptroller General a right to select the system of his choice. I strongly endorse the bill to prevent an inequity which otherwise might occur when the person appointed as Comptroller General is a career official, who has had many years of service in the Federal Government in positions subject to the Civil Service Retirement Act.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 3150) to make further provision for the retirement of the Comptroller General, introduced by Mr. McCLELLAN (for himself and Mr. JACKSON), by request, was received, read twice by its title, and referred to the Committee on Government Operations.

AMENDMENT OF NATIONAL LABOR RELATIONS ACT, RELATING TO CERTAIN MEMBERSHIPS IN UNIONS

Mr. DOMINICK. Mr. President, I introduce, for appropriate reference, a bill to amend the National Labor Relations Act so as to make it an unfair labor practice to require a person who, because of his religious beliefs, objects to membership in a labor organization to be a member of such an organization as a condition of employment.

There are many religious denominations in the United States which object to their members' being forced to join a labor organization, financially support a labor organization, or participate in certain activities of such an organization. Their membership is relatively small, and they constitute only a minority of working men and women in this country. But the fact that their number is small should not deter us from assuring them that the dictates of their conscience will be fully protected.

My bill would do this by allowing the members of such religious denominations to work for an employer without being required to join or financially support a union organization.

I think it is important to note that this bill would not pave the way for free-loaders who would undermine the financial security of our labor organizations. It provides that, in lieu of paying dues, the individual must contribute an amount, equal to union dues, to any non-religious charitable fund exempt from taxation under section 501(c)(3) of the Internal Revenue Code. The particular charity will be designated by mutual agreement of the individual employee and the union.

So, any person who merely wants to get out of paying dues is not going to benefit from this bill.

Mr. President, our American tradition has long recognized the right of each individual to live his life according to the dictates of his conscience. This concept of religious liberty has been one of the most important contributions that America has made toward the goal of a hu-

mane and tolerant society. This bill would correct a situation which has inadvertently arisen and will put our practices back in line with our expressed principles. I strongly urge the passage of this bill and ask unanimous consent that the bill may lie on the desk until the close of business on April 6 for additional cosponsors.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill will lie on the desk, as requested by the Senator from Colorado.

The bill (S. 3153) to make it an unfair labor practice to require a person who conscientiously objects to membership in a labor organization to be a member of such an organization as a condition of employment, introduced by Mr. DOMINICK, was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

FEDERAL-AID HIGHWAY ACT OF 1966

Mr. RANDOLPH. Mr. President, I introduce, by request of the administration, and for appropriate reference, the Federal-Aid Highway Act of 1966.

The measure would authorize an increase of \$4.9 billion in the appropriations for the Interstate System, including authorizations for an additional year until June 30, 1972, and would authorize use of the apportionment factor contained in the 1965 cost estimate of completion in making apportionments of interstate funds for fiscal years 1968 and 1969.

The bill also authorizes the appropriation of funds for the Federal-aid primary and secondary highway systems and extensions thereof within urban areas for the fiscal years 1968 and 1969, and authorizes appropriations of funds for other highways in Federal domain areas for those years.

The proposed measure would increase the authorization for reconstruction of disaster-damaged highways for fiscal year 1967 and thereafter from \$30 to \$50 million annually, provides for a 2-year carryover of unexpended authorizations for that purpose and provides for reimbursement from the general fund of the Treasury to cover the Federal share of the cost of reconstruction of roads not on the Federal-aid systems.

Finally, the bill would modify the prohibition against use of the highway trust fund for making appropriations for highway beautification to limit this prohibition to appropriations made during fiscal year 1966, and would provide contract authority thereafter for such purposes as are now applicable to the regular Federal-aid highway program.

I ask that the bill and a section-by-section analysis be printed in the Record at this point in my remarks.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill and section-by-section analysis will be printed in the Record.

The bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain

highways in accordance with title 23 of the United States Code, and for other purposes, introduced by Mr. RANDOLPH, by request, was received, read twice by its title, referred to the Committee on Public Works, and ordered to be printed in the RECORD, as follows:

S. 3155

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That

SECTION 1. SHORT TITLE.—This Act may be cited as the "Federal-Aid Highway Act of 1966."

SEC. 2. REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM.—Subsection (b) of section 103 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,300,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$2,685,000,000 for the fiscal year ending June 30, 1972."

SEC. 3. AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS.—The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in Table 5 of House Document Numbered 42, Eighty-ninth Congress.

SEC. 4. EXTENSION OF TIME FOR COMPLETION OF SYSTEM.—(a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

(b) The second and third sentences of section 104(b) (5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and by striking "fiscal year ending June 30, 1971", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972".

SEC. 5. AUTHORIZATIONS.—For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the Highway Trust Fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditures as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways on the Federal-aid highway systems, out of the Highway Trust Fund, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways on the Federal-aid highway systems, out of the Highway Trust Fund, \$7,000,000 for the fiscal year ending June 30, 1968, and \$7,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$85,000,000 for the fiscal year ending June 30, 1968, and \$110,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1968, and \$3,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

SEC. 6. HIGHWAY BEAUTIFICATION.—(a) The last sentence in subsections 131(m) and 136 (m) of title 23, United States Code, is hereby deleted and the following is substituted in lieu thereof:

"No part of the Highway Trust Fund shall be available to carry out this section before July 1, 1966. The provisions of Chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds, except as determined by the Secretary to be inconsistent with this section, shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1966."

(b) The last sentence in subsection 319(b) of title 23, United States Code, is hereby deleted and the following is substituted in lieu thereof:

"No part of the Highway Trust Fund shall be available to carry out this subsection before July 1, 1966. The provisions of Chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds, except as determined by the Secretary to be inconsistent with this subsection, shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1966."

SEC. 7. EMERGENCY RELIEF.—Subsection (a) of section 125 of title 23, United States Code, is amended to read as follows:

"(a) The Secretary is hereby granted standby authority to expend, from any funds heretofore or hereafter appropriated for expenditure in accordance with the provisions of this title, including existing Federal-aid appropriations, and subject to the provisions of this section and section 120(f), the sum of \$50,000,000 for the fiscal year 1967, and a like sum for each fiscal year thereafter, for the repair or reconstruction of highways, roads, and trails which he shall find have suffered serious damage as a result of disaster over a wide area, such as by floods,

hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States. The unexpended balance of such authorization shall remain available for expenditure for a period of two years after the close of the fiscal year for which such sum is authorized. Expenditures under this section on any of the Federal-aid highway systems shall be reimbursed by appropriations from the Highway Trust Fund, and expenditures under this section for highways, roads, and trails not on any Federal-aid highway system shall be reimbursed by appropriations from the general funds of the Treasury, which appropriations are hereby authorized."

(b) Subsections (b) and (c) of section 125 of title 23, United States Code, are amended by striking the words "from the emergency fund" where they appear.

The section-by-section analysis presented by Mr. RANDOLPH, is as follows:

SECTION-BY-SECTION ANALYSIS OF THE FEDERAL AID HIGHWAY ACT OF 1966

Section 1 cites this act as the Federal-Aid Highway Act of 1966.

Section 2, Revision of authorization of appropriations for Interstate System: Extends for 1 fiscal year (until June 30, 1972) the authorizations and increases by \$4.9 billion the total amount authorized for completion of the National System of Interstate and Defense Highways. The revised amounts to be authorized are as follows:

1. An additional \$300 million (totaling \$3,300 million) for the fiscal year ending June 30, 1968;

2. An additional \$600 million (totaling \$3,600 million) for the fiscal year ending June 30, 1969;

3. An additional \$600 million (totaling \$3,600 million) for the fiscal year ending June 30, 1970;

4. An additional \$715 million (totaling \$3,600 million) for the fiscal year ending June 30, 1971; and

5. The sum of \$2,685 million for the fiscal year ending June 30, 1972.

Section 3. Authorization of use of cost estimate for apportionment of funds: This section authorizes use of the cost estimate contained in table 5 of House Document No. 42, 89th Congress, by the Secretary of Commerce in making the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years on the National System of Interstate and Defense Highways.

Section 4. Extension of time for completion of system: This section provides a conforming amendment to take into account the amendments made to section 108(b) of the Federal-Aid Highway Act of 1956 by section 2 of the Federal-Aid Highway Act of 1966 which extends the authorization for completion of the National System of Interstate and Defense Highways for an additional year, until June 30, 1972.

Subsection (a) would declare it to be the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the 16 years appropriations authorized for the purpose of expediting its construction, reconstruction, or improvement through the fiscal year ended June 30, 1972.

Subsection (b) extends by 1 year, until June 30, 1972, the application of the formula for apportionment of funds for the Interstate System. It further authorizes the Secretary, upon the approval of Congress, to use the Federal share of such approved estimate in making apportionment for the fiscal year ending June 30, 1972.

Section 5. Authorization: This section provides authorizations for projects on the Federal-aid primary system, the Federal-aid secondary system and extensions of these systems in urban areas, for the fiscal years 1968 and 1969. The section also authorizes funds

for these fiscal years for forest highways, forest development roads and trails, public lands development roads and trails, park roads and trails, parkways, Indian reservation roads and bridges, and public lands highways. For the Federal-aid systems, the following sums are authorized for the fiscal years 1968 and 1969:

[In millions]

	1968	1969
Primary.....	\$450	\$450
Secondary.....	300	300
Urban.....	250	250
Total.....	1,000	1,000

The following sums are authorized for forest highways and public lands highways on the Federal-aid system for the fiscal years 1968 and 1969:

	1968	1969
Forest highways.....	\$33	\$33
Public lands highways.....	7	7

The amounts requested for these programs are the same as were authorized for fiscal years 1966 and 1967. However, expenditures of funds for forest highways and public lands highways would be limited to those on the Federal-aid systems, and these funds would come from the highway trust fund.

The section also authorizes appropriations for the fiscal years 1968 and 1969 for certain categories of roads administered by the Department of Agriculture and the Department of the Interior, as follows:

[In millions]

	1968	1969
Forest development roads and trails.....	\$85	\$110
Public lands development roads and trails.....	2	3
Park roads and trails.....	25	30
Parkways.....	9	11
Indian reservation roads and bridges.....	18	23

Section 6. Highway beautification: This section amends the Highway Beautification Act of 1965 to remove the prohibition against the use of the highway trust fund during fiscal year 1967 to finance the highway beautification program. The Highway Beautification Act of 1965 prohibits the use of the highway trust fund for fiscal years 1966 and 1967 in carrying out the provisions of sections 131, 136, and 319(b) of title 23, United States Code, relating to control of outdoor advertising, control of junkyards, and promotion of landscaping and scenic enhancement.

This section also makes applicable the Bureau's contract authority, as relates to Federal-aid primary highway funds, for implementation of the above sections of title 23, United States Code, after June 30, 1966.

Section 7. Emergency relief: This section increases from \$30 to \$50 million annually the authorization for the repair or reconstruction of highways, roads and trails damaged in disasters. Any unexpended balance would remain available for the 2 years succeeding the year for which authorized. Expenditures on any of the Federal-aid highway systems would be reimbursed from the highway trust fund, and expenditures for highways, roads and trails not on any Federal-aid system would be reimbursed from the general fund of the Treasury.

FINANCIAL INSTITUTIONS SUPERVISORY BILL—AND NOTICE OF HEARINGS

Mr. ROBERTSON. Mr. President, I have today received a letter from the administration, signed by the Secretary of the Treasury, the Honorable Henry H.

Fowler; the Chairman of the Board of Governors of the Federal Reserve System, the Honorable William McChesney Martin, Jr.; the Chairman of the Federal Home Loan Bank Board, the Honorable John E. Horne; and the Chairman of the Board of Federal Deposit Insurance Corporation, the Honorable Kenneth A. Randall, enclosing a bill which would strengthen the regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loan associations. Its title is the Financial Institutions Supervisory Act of 1966.

The letter from the top officials of the four Federal agencies supervising financial institutions strongly urges immediate consideration and prompt approval of this bill. The bill has been the subject of extensive study within the Government and with the associations representing financial institutions over the past several years.

I have introduced the bill, which will be referred to the Committee on Banking and Currency. I ask unanimous consent that a copy of the bill, a copy of the letter of transmittal, and the memorandum containing a section-by-section analysis accompanying the bill be inserted in the RECORD at the conclusion of my remarks.

In view of the unusual nature of the support for the bill within the Government represented by the signatures affixed to the letter and in view of the President's support for the general principles of the proposal as set forth in the Economic Report of the President, and in view of the fact that this matter has been under discussion with the interested industry associations for months, in fact years, I have agreed to hold hearings on the bill beginning Monday, April 4, 1966, at 10 a.m., before the Financial Institutions Subcommittee.

I hope that we will be able to conclude hearings by the Government witnesses during the week of April 4, so that the following week, after the Easter recess, we will be able to hear testimony from the interested industry associations and other interested parties. It is my hope that we will be able to conclude hearings by Friday, April 15.

Any persons who wish to appear and testify in connection with this bill are requested to notify Matthew Hale, chief of staff, Senate Committee on Banking and Currency, room 5300, New Senate Office Building, Washington, D.C., telephone 225-3921.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill, letter, and memorandum will be printed in the RECORD.

The bill (S. 3158) to strengthen the regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loan associations, and for other purposes; introduced by Mr. ROBERTSON (for himself and Mr. BENNETT), by request, was received, read twice by its title, referred to the Committee on Banking and Currency, and ordered to be printed in the RECORD, as follows:

S. 3158

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Financial Institutions Supervisory Act of 1966".

TITLE I—PROVISIONS RELATING TO THE FEDERAL HOME LOAN BANK BOARD AND THE FEDERAL SAVINGS AND LOAN INSURANCE CORPORATION

SEC. 101. Subsection (d) of section 5 of the Home Owners' Loan Act of 1933, as amended (12 U.S.C. 1464(d)), is hereby amended to read as follows:

"(d) (1) The Board shall have power to enforce this section and rules and regulations made hereunder. In the enforcement of any provision of this section or rules and regulations made hereunder, or in any other law or regulation, or in any other action, suit, or proceeding to which it is a party or in which it is interested, and in the administration of conservatorships and receiver-ships, the Board is authorized to act in its own name and through its own attorneys. Except as otherwise provided herein, the Board shall be subject to suit (other than suits on claims for money damages) by any Federal savings and loan association or director or officer thereof with respect to any matter under this section or any other applicable law, or rules or regulations thereunder, in the United States district court for the judicial district in which the home office of the association is located, or in the United States District Court for the District of Columbia, and the Board may be served with process in the manner prescribed by the Federal Rules of Civil Procedure.

"(2) (A) If, in the opinion of the Board, an association is violating or has violated or is about to violate a law, rule, regulation, or charter or other condition imposed by or agreement entered into with the Board, or is engaging or has engaged or is about to engage in an unsafe or unsound practice, the Board may issue and serve upon the association a notice of charges in respect thereof. The notice shall contain a statement of the facts constituting the alleged violation or violations or the unsafe or unsound practice or practices, and shall fix a time and place at which a hearing will be held to determine whether an order to cease and desist therefrom should issue against the association. Such hearing shall be fixed for a date not earlier than thirty days nor later than sixty days after service of such notice unless a later date is set by the Board at the request of the association. Unless the association shall appear at the hearing by a duly authorized representative, it shall be deemed to have consented to the issuance of the cease-and-desist order. In the event of such consent, or if upon the record made at any such hearing the Board shall find that any violation or unsafe or unsound practice specified in the notice of charges has been established, the Board shall issue and serve upon the association an order to cease and desist from any such violation or practice. Such order may, by provisions which may be mandatory or otherwise, require the association and its directors, officers, employees, and agents to cease and desist from the same, and, further, to take affirmative action to correct the conditions resulting from any such violation or practice.

"(B) A cease-and-desist order shall become effective at the expiration of thirty days after service of such order upon the association concerned (except in the case of a cease-and-desist order issued upon consent, which shall become effective at the time specified therein), and shall remain effective and enforceable, except to such extent as it is stayed, modified, terminated, or set aside by action of the Board or a reviewing court.

"(3) (A) Whenever the Board shall determine that the violation or threatened violation of law, rules, or regulations, or the unsafe or unsound practice or practices, specified in the notice of charges served upon the association pursuant to paragraph (2) (A) of this subsection, or the continuation thereof, could cause insolvency (as defined in paragraph (6) (A) (i) of this subsection) or substantial dissipation of assets or earnings of the association, or could otherwise seriously prejudice the interests of its savings account holders, the Board may issue a temporary order requiring the association to cease and desist from any such violation or practice. Such order shall become effective upon service upon the association and, unless set aside, limited, or suspended by a court in proceedings authorized by subparagraph (B) of this paragraph, shall remain effective and enforceable pending the completion of the administrative proceedings pursuant to such notice and until such time as the Board shall dismiss the charges specified in such notice or, if a cease-and-desist order is issued against the association, until the effective date of any such order.

"(B) Within ten days after the association concerned has been served with a temporary cease-and-desist order, the association may apply to the United States district court for the judicial district in which the home office of the association is located, or the United States District Court for the District of Columbia, for an injunction setting aside, limiting, or suspending the enforcement, operation, or effectiveness of such order pending the completion of the administrative proceedings pursuant to the notice of charges served upon the association under paragraph (2) (A) of this subsection, and such court shall have jurisdiction to issue such injunction.

"(C) In the case of violation or threatened violation of, or failure to obey, a temporary cease-and-desist order, the Board may apply to the United States district court, or the United States court of any territory, within the jurisdiction of which the home office of the association is located, for an injunction to enforce such order, and, if the court shall determine that there has been such violation or threatened violation or failure to obey, it shall be the duty of the court to issue such injunction.

"(4) (A) Whenever, in the opinion of the Board, any director or officer of an association has committed any violation of law, rule, or regulation, or of a cease-and-desist order which has become final, or has engaged or participated in any unsafe or unsound practice in connection with the association, or has committed or engaged in any act, omission, or practice which constitutes a breach of his fiduciary duty as such director or officer, and the Board determines that the association has suffered or will probably suffer substantial financial loss or other damage or that the interests of its savings account holders could be seriously prejudiced by reason of such violation or practice or breach of fiduciary duty, the Board may serve upon such director or officer a written notice of its intention to remove him from office.

"(B) Whenever, in the opinion of the Board, any director or officer of an association, by conduct or practice with respect to another savings and loan association or other business institution which resulted in substantial financial loss or other damage, has evidenced his general unfitness to continue as a director or officer, and, whenever, in the opinion of the Board, any other person participating in the conduct of the affairs of an association, by conduct or practice with respect to such association or other savings and loan association or other business institution which resulted in substantial financial loss or other damage, has evidenced his general unfitness to participate in the conduct of the affairs of such association, the Board may

serve upon such director, officer, or other person a written notice of its intention to remove him from office and/or to prohibit his further participation in any manner in the conduct of the affairs of such association.

"(C) In respect to any director or officer of an association or any other person referred to in paragraphs (4) (A) or (4) (B), the Board may, if it deems it necessary for the protection of the association or the interests of its savings account holders, by written notice to such effect served upon such director, officer, or other person, suspend him from office and/or prohibit him from further participation in any manner in the conduct of the affairs of the association. Such suspension and/or prohibition shall become effective upon service of such notice and, unless stayed by a court in proceedings authorized by subparagraph (E) of this paragraph, shall remain in effect until terminated or set aside by the Board. Copies of any such notice shall also be served upon the association of which he is a director or officer or in the conduct of whose affairs he has participated.

"(D) A notice of intention to remove a director, officer, or other person from office and/or to prohibit his participation in the conduct of the affairs of an association, shall contain a statement of the facts constituting grounds therefor, and shall fix a time and place at which a hearing will be held thereon. Such hearing shall be fixed for a date not earlier than thirty days nor later than sixty days after the date of service of such notice, unless a later date is set by the Board at the request of (i) such director, officer, or other person, and for good cause shown, or (ii) the Attorney General of the United States. Unless such director, officer, or other person shall appear at the hearing in person or by a duly authorized representative, he shall be deemed to have consented to the issuance of an order of such removal and/or prohibition. In the event of such consent, or if upon the record made at any such hearing the Board shall find that any of the grounds specified in such notice has been established, the Board shall issue such orders of suspension or removal from office, and/or prohibition from participation in the conduct of the affairs of the association as it may deem appropriate. Any such order shall become effective at the expiration of thirty days after service upon such association and the director, officer, or other person concerned (except in the case of an order issued upon consent, which shall become effective at the time specified therein). Such order shall remain effective and enforceable except to such extent as it is stayed, modified, terminated, or set aside by action of the Board or a reviewing court.

"(E) Within ten days after a director, officer, or other person has been suspended from office and/or prohibited from participation in the conduct of the affairs of an association under subparagraph (C) of this paragraph, such director, officer, or other person may apply to the United States district court for the judicial district in which the home office of the association is located, or the United States District Court for the District of Columbia, for a stay of such suspension and/or prohibition pending the completion of the administrative proceedings pursuant to the notice served upon such director, officer, or other person under subparagraphs (A) or (B) of this paragraph, and such court shall have jurisdiction to stay such suspension and/or prohibition.

"(5) (A) Whenever any director or officer of an association, or other person participating in the conduct of the affairs of such association, is charged in any information or indictment, or complaint authorized by a United States Attorney, with the commission of or participation in a felony involving dishonesty or breach of trust, the Board may, by written notice served upon such director, officer, or other person, suspend him from

office and/or prohibit him from further participation in any manner in the conduct of the affairs of the association. A copy of such notice shall also be served upon the association. Such suspension and/or prohibition shall remain in effect until such information, indictment, or complaint is finally disposed of. In the event that a judgment of conviction with respect to such offense is entered against such director, officer, or other person, and at such time as such judgment is not subject to further appellate review, the Board shall issue and serve upon such director, officer, or other person an order removing him from office and/or prohibiting him from further participation in any manner in the conduct of the affairs of the association. A copy of such order shall be served upon such association, whereupon such director or officer shall cease to be a director or officer of such association. A finding of not guilty or other disposition of the charge shall not preclude the Board from thereafter instituting proceedings to remove such director, officer, or other person from office and/or to prohibit further participation in association affairs, pursuant to subparagraphs (A) or (B) of paragraph (4) of this subsection.

"(B) If at any time, because of the suspension of one or more directors pursuant to this subsection (d), there shall be on the board of directors of an association less than a quorum of directors not so suspended, all powers and functions vested in or exercisable by such board shall vest in and be exercisable by the director or directors on the board and not so suspended, until such time as there shall be a quorum of the board of directors. In the event all of the directors of an association are suspended pursuant to this subsection (d), the Board shall appoint persons to serve temporarily as directors in their place and stead pending the termination of such suspensions, or until such time as those who have been suspended cease to be directors of the association and their respective successors take office.

"(6) (A) The grounds for the appointment of a conservator or receiver for an association shall be one or more of the following: (i) insolvency in that the assets of the association are less than its obligations to its creditors and others, including its members; (ii) substantial dissipation of assets or earnings due to any violation or violations of law, rules, or regulations, or to any unsafe or unsound practice or practices; (iii) an unsafe or unsound condition to transact business; (iv) willful violation of a cease-and-desist order which has become final; (v) concealment of books, papers, records, or assets of the association or refusal to submit books, papers, records, or affairs of the association for inspection to any examiner or to any lawful agent of the Board. The Board shall have exclusive power and jurisdiction to appoint a conservator or receiver. If, in the opinion of the Board, a ground for the appointment of a conservator or receiver as herein provided exists, the Board is authorized to appoint ex parte and without notice a conservator or receiver for the association. In the event of such appointment, the association may, within thirty days thereafter, bring an action in the United States district court for the judicial district in which the home office of such association is located, or in the United States District Court for the District of Columbia, for an order requiring the Board to remove such conservator or receiver, and the court shall upon the merits dismiss such action or direct the Board to remove such conservator or receiver. Such proceedings shall be given precedence over other cases pending in such courts, and shall be in every way expedited. Upon the commencement of such an action, the court having jurisdiction of any other action or proceeding authorized under this subsection to which the association is a party shall stay such action or proceeding during

meaning as where used in section 2(b) of the Banking Act of 1933, as amended (12 U.S.C. 221a, (b)). Such authorization would parallel the authority presently conferred upon examiners of the Federal Reserve Board to examine affiliates of State member banks (12 U.S.C. 338), and upon examiners appointed by the Comptroller of the Currency to examine affiliates of national banks (12 U.S.C. 481). (Paragraph 1.)

Also, in connection with examinations of insured institutions and affiliates thereof, the Corporation or its designated representatives would, under subsection (m) (2), have the authority to administer oaths and to examine and to take testimony under oath as to any matter in respect of the affairs or ownership of any such institution or affiliate thereof, to issue subpoenas and subpoenas duces tecum, and to apply for judicial enforcement of any such subpoena. This provision is patterned upon the authority presently vested in national bank examiners and Federal Deposit Insurance Corporation examiners. (See 12 U.S.C. 481 and 1820(b).)

The Corporation's subpoena powers in connection with proceedings under section 407, which would be provided for in subsection (m) (3), would correspond to those contained in paragraph (9) of the proposed section 5(d). See page 6, *supra*. All expenses of the Federal Home Loan Bank Board or of the Corporation in connection with section 407 would be considered as nonadministrative expenses.

Subsection (n), service: This subsection would prescribe the manner in which the Corporation would be required to serve notices and orders provided for in the proposed section 407.

Subsection (o), consultation with State authorities: This subsection would provide that the Corporation shall consult with the appropriate State supervisory authority in connection with any action under section 407 involving an insured State-chartered institution.

Subsection (p), penalties: The penalties provided for in this subsection parallel those of paragraph (12) of the proposed section 5(d). (See page 7, *supra*.)

Subsection (q), definitions: This subsection would contain definitions similar to those to be found in the proposed section 5(d).

TITLE II. PROVISIONS RELATING TO THE FEDERAL DEPOSIT INSURANCE CORPORATION, THE BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM, AND THE COMPTROLLER OF THE CURRENCY

Section 201 would move the definition of the term "appropriate Federal banking agency" from section 7 to section 3 of the Federal Deposit Insurance Act so as to make the definition of the term applicable throughout the Act.

Section 202 would add the following new subsections to section 8 of the Federal Deposit Insurance Act:

Subsection (b) (1): This subsection would provide for a cease-and-desist proceeding against any insured bank or bank which has insured deposits. The appropriate Federal banking agency could, in cases involving alleged violations of law, rules, regulations, conditions, or agreements, or unsafe or unsound practices, issue a notice of charges against the offending bank. The notice would set a hearing not earlier than 30 nor later than 60 days after service of the notice (unless a later date was requested by the bank) to determine whether a cease-and-desist order would issue against the bank. Failure of the bank to appear at the hearing would be deemed to be consent to the issuance of the order. In the event of such consent, or if upon the hearing record, the agency determined that any of the violations or practices specified in the notice of charges had been established, it could issue a cease-

and-desist order requiring the bank and its directors, officers, employees, and agents to cease and desist from such violations or practices and, further, to take affirmative action to correct the conditions resulting from the same.

Subsection (b) (2): A cease-and-desist order would become effective at the expiration of 30 days after service upon the bank (except in the case of a consent order which would become effective at the time specified therein), and would remain effective and enforceable except to such extent as it was stayed, modified, terminated, or set aside by action of the agency or a reviewing court.

Subsection (c) (1): This subsection would authorize the issuance of a temporary order in advance of an administrative hearing, which would require a bank to cease and desist from the violations or practices specified in the notice of charges issued pursuant to subsection (b). The appropriate Federal banking agency would have discretionary authority to issue such order whenever it determined that the violations or threatened violations or practices or the continuation thereof could cause insolvency or substantial dissipation of assets or earnings of the bank, or could otherwise seriously prejudice the interest of its depositors. The order would become effective upon service upon the bank and would, unless stayed by a court in proceedings under subsection (c) (2), remain effective and enforceable pending the completion of the administrative proceedings pursuant to the notice of charges and until such time as the agency dismissed the charges, or, if a cease-and-desist order was issued against the bank after hearing, until the effective date or any such order.

Subsection (c) (2): The bank could, within 10 days after service of a temporary cease-and-desist order, apply to the proper U.S. district court for a stay of the order pending the completion of the administrative proceedings pursuant to the notice of charges against the bank.

Subsection (d): In case of a violation or threatened violation of, or failure to obey, a temporary cease-and-desist order, the appropriate Federal banking agency could apply to the proper U.S. district court for an injunction to enforce such order, and, if the court determined that there had been such violation or threatened violation or failure to obey, it would be the duty of the court to issue such injunction.

Subsection (e) (1): This subsection would give the appropriate Federal banking agency authority to remove after hearing, and to suspend pending the hearing, directors, or officers from office in banks.

Where a director or officer had committed any violation of law, rule, or regulation, or of a cease-and-desist order which had become final, or had engaged or participated in any unsafe or unsound practice in connection with the bank, or had committed or engaged in any act, omission, or practice constituting a breach of his fiduciary duty as such director or officer, and the appropriate Federal banking agency determined that the bank had suffered or would probably suffer substantial financial loss or other damage or the interests of its depositors could be seriously prejudiced by reason of such violation or practice or breach of fiduciary duty, the agency could serve the director or officer concerned with a notice of its intention to remove him from office.

Subsection (e) (2): Where a director, officer, or any other person, by conduct or practice with respect to another insured bank or other business institution which resulted in substantial loss or other damage, has evidenced his general unfitness to hold such office or participate in the conduct of the affairs of such insured bank, the agency could serve the director, officer, or other person with a notice of its intention to remove him from office and/or prohibit his further

participation in any manner in the conduct of the affairs of the bank.

Subsection (e) (3): In cases where the agency deemed it necessary for the protection of the bank or its depositors, it could serve such director, officer, or other person with a further notice suspending him from office and/or prohibiting him from participating in any manner in the conduct of the affairs of the bank. The suspension and/or prohibition would, unless stayed by the court upon application of the director, officer, or person under subsection (f), remain in effect until the suspension and/or prohibition was terminated or set aside by the agency.

Subsection (e) (4): The agency's notice of intention to remove a director, officer, or other person from office and/or prohibit his participation in the conduct of the affairs of an insured bank would fix a time for a hearing not earlier than 30 days nor later than 60 days after service of such notice, unless a later date is set by the agency at the request of (A) such director, officer, or other person, and for good cause shown, or (B) the Attorney General of the United States. Failure of the director, officer, or other person to appear at the hearing would be deemed to be consent to the issuance of an order of removal and/or prohibition. In the event of such consent, or if the agency found upon the hearing record that any of the grounds specified in the notice had been established, it could issue such order of suspension or removal from office, and/or prohibition from participation, as it deemed appropriate.

Any such order would become effective at the expiration of 30 days after service (except in the case of a consent order which would become effective at the time specified therein), and would remain effective and enforceable except to such extent as it was stayed, modified, terminated, or set aside by action of the agency or a reviewing court.

Subsection (f): Within 10 days after being suspended from office, and/or prohibited from participation, the director, officer, or other person could apply to a United States district court for a stay of his suspension and/or prohibition pending the completion of the administrative proceedings pursuant to the agency's notice of intention to remove him from office and/or prohibit his further participation in the conduct of the affairs of the bank.

Subsection (g) (1): The appropriate Federal banking agency would have the authority to suspend, and/or prohibit participation in the conduct of the affairs of the bank by, any director, officer, or other person who was charged in any information or indictment, or complaint authorized by a United States Attorney, with the commission of a felony involving dishonesty or breach of trust. The suspension and/or prohibition would remain effective until the information, indictment, or complaint is finally disposed of. If a judgment of conviction of the offense is entered, and is not subject to further appellate review, the agency shall order removal from office and/or prohibit further participation. Upon service of an order of removal upon the bank of which he was a director or officer, such director or officer would cease to be a director or officer of the bank. A finding of not guilty or other disposition of the charge would not preclude the agency from thereafter instituting proceedings to remove the director, officer, or other person from office or to prohibit further participation in bank affairs.

Subsection (g) (1): To insure that such suspension of some or all of the directors of a national bank would not leave it without a board of directors legally capable of transacting business, the draft would provide that (1) if there shall be less than a quorum of directors not so suspended, all powers vested in the board shall vest in the director or directors on the board not so suspended until such time as there shall be a quorum, or (2)

if all of the directors are so suspended, the Comptroller of the Currency shall appoint persons to serve temporarily as directors in their place and stand pending the termination of such suspension, or until such time as those who have been suspended cease to be directors of the bank and their respective successors take office.

Subsection (h) (1): This subsection would require any hearing provided for in the section to be held in the Federal judicial district in which the bank is located unless the party afforded the hearing consented to another place. The hearing would be private unless otherwise ordered for good cause found. Any hearings would have to be conducted in accordance with the provisions of the Administrative Procedure Act. The appropriate Federal banking agency would be required to render its decision and order after the hearing and within 90 days after notifying the parties that the case had been submitted to it for final decision. The agency could amend or terminate orders at any time before appeal.

Subsection (h) (2): This subsection would provide for the appeal of cease-and-desist orders to the proper United States Circuit Court of Appeals and would provide for review by the Supreme Court.

Subsection (h) (3): The commencement of review proceedings would not operate as a stay of any order unless specifically ordered by the court.

Subsection (i): The appropriate Federal banking agency could apply to the proper United States district court for the enforcement of any order issued under the section, and such courts would be given jurisdiction to enforce compliance therewith.

Subsection (j): This subsection would impose a penalty against a suspended or removed director or officer, or other person prohibited from further participation in the affairs of an insured bank, who acts as a director or officer of the bank and/or participates in any manner in the conduct of the affairs of the bank.

Subsection (k): This subsection would define the terms "cease-and-desist order which has become final" and "violation."

Subsection (l): This subsection would prescribe the mode of service.

Subsection (m): The appropriate Federal banking agency, in connection with any action involving a State bank, would be required to consult with the appropriate State supervisory authority.

Subsection (n): In connection with any proceeding under section 8 of the Federal Deposit Insurance Act, the appropriate Federal banking agency, a member or representative thereof, or any hearing examiner, would be empowered to administer oaths and affirmations, to take depositions, and to issue, revoke, quash, or modify subpoenas and subpoenas duces tecum. Any party to proceedings under the section could apply to the proper United States district court for enforcement of any subpoena or subpoena duces tecum issued pursuant to the subsection, and such courts would have jurisdiction and power to require compliance therewith.

Section 203 would amend subsections (b) and (c) of section 10 of the Federal Deposit Insurance Act (12 U.S.C. 1820(b), (c)), relating to examinations of insured banks, subpoena powers, etc.

Said subsection (b) would be amended by the addition of a provision thereto which would empower Corporation examiners making examinations of insured banks to make such examinations of the affairs of all affiliates of such banks as shall be necessary to disclose fully the relations between such banks and their affiliates and the effect of such relations upon such banks.

Said subsection (c) would be amended to provide that in connection with examinations of insured banks and affiliates thereof, the appropriate Federal banking agency, or

its designated representatives, could administer oaths and affirmations, take and preserve testimony under oath as to any matter in respect of the affairs or ownership of such bank or affiliate thereof, issue subpoenas and subpoenas duces tecum, and apply to the proper U.S. district court for the enforcement of such subpoenas. Such courts would have jurisdiction to order and require compliance with such subpoenas.

Section 204 would amend section 8(a) of the Federal Deposit Insurance Act (12 U.S.C. 1818(a)), relating to proceedings to terminate the insured status of a bank, to—

1. Enlarge the authority of the Federal Deposit Insurance Corporation to institute involuntary termination proceedings against an insured bank which had "engaged in", rather than merely "continued," unsafe or unsound practices, or was in an unsafe or unsound condition to continue operations as an insured bank, or had violated any condition imposed by, or agreement entered into with, the Corporation;

2. Make it clear that the Corporation would be required to give the State authority a copy of the statement detailing the practices or violations where the State bank involved was a State member bank;

3. Provide for an alternative and shortened statutory correction period of 20 days in those cases where the Board of Directors of the Corporation in its discretion determined that the insurance risk of the Corporation was unduly jeopardized;

4. Provide the State authority with power to shorten the correction period in those cases involving State banks whether member or nonmember banks;

5. Transpose the position of the fourth and fifth sentences so that the statute may flow in logical sequence; and

6. Provide a bank whose insured status had been terminated with a right of judicial review to the extent provided in subsection (h).

Section 205 would vest the U.S. district courts, without regard to the amount in controversy, with original jurisdiction over any action to which the Corporation is a party and authorize the removal of such actions to the Federal courts.

EXTENDING ENROLLMENT UNDER MEDICARE

Mr. KENNEDY of New York. Mr. President, I introduce, for appropriate reference, legislation to extend eligibility to enroll for voluntary medical insurance under medicare until December 31, 1966. Some 2.5 million of our 18.5 million senior citizens have not signed up for this important program. Some 1 million of these have said they do not wish to enroll, and experts tell us that many of those who have declined have done so because of misunderstanding of the program. The other 1.5 million have not indicated their wishes one way or the other. They have simply not been reached. It would be unfortunate if these 2.5 million elderly Americans had to wait until the next enrollment period from October 1 to December 31, 1967, to have a chance to sign up for this coverage. Thousands of people, both inside and outside the Government, have engaged in massive efforts to reach everyone over 65 about this important coverage under part B of last year's historic medicare bill. But this program is so important that those who have not been reached and those who have declined should have a change to participate during the initial enrollment period.

My bill, which Congressman JOHN FOGARTY is introducing in the House today as well, would allow them to do so.

Mr. President, I ask unanimous consent that the text of the bill be printed in the RECORD at the close of my remarks.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 3159) to provide that individuals 65 years of age or older may be permitted to enroll, at any time during 1966, in the program of supplementary medical insurance benefits established by part B of title XVIII of the Social Security Act, introduced by Mr. KENNEDY of New York, was received, read twice by its title, referred to the Committee on Finance, and ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection (b) of section 102 of the Social Security Amendments of 1965 is amended to read as follows:

"(b) If an individual was eligible to enroll under subsection (c) or (d) of section 1837 of the Social Security Act at any time during the calendar year 1966, but failed to enroll before the date (during such year) prescribed in such section 1837 as the close of his enrollment period, such individual may enroll pursuant to this subsection at any time during the period which begins with the date so prescribed and which ends with the close of December 31, 1966. In case of any individual who enrolls pursuant to this subsection, the coverage period (within the meaning of section 1838 of the Social Security Act) shall begin on the first day of the fourth month after the month in which he so enrolls."

FEDERAL-AID HIGHWAY ACT OF 1966—AMENDMENT

AMENDMENT NO. 508

Mr. JORDAN of Idaho. Mr. President, I send to the desk an amendment to the Federal-Aid Highway Act of 1966, S. 3155, introduced today by the distinguished senior Senator from West Virginia [Mr. RANDOLPH]. This amendment provides that authorizations proposed in that bill for forest roads and trails be increased from \$85 to \$170 million in fiscal year 1968 and from \$110 to \$170 million in fiscal year 1969.

An adequate transportation system is the key to full multiple-use management of our national forests. The construction of new high-standard forest conservation roads can provide the means to keep pace with increasing demands for new recreation sites, for more forest products and for thorough management of soils, watersheds, and timber stands. We can see the great pressure which population expansion is placing on the utilization of forest resources but we have not taken effective action to deal with the problem. We are aware of the advantages both to conservation and to economic growth which the development of new forest transportation routes will afford but we have failed to seize the opportunity.

The waste in our forests each year is staggering. The North Idaho Forestry Association has informed me that the total annual mortality of trees in the

northern Rocky Mountain region is estimated at 2.8 billion board feet. Because only a small amount of the dead timber can be salvaged economically this mortality represents the loss of enough lumber to build 280,000 five-room frame houses annually. The value of the lost stumpage alone is conservatively estimated at \$10 million a year.

The fire warden of the Clearwater and Potlatch Timber Protective Association in Idaho has written me that in his district there are more trees going to rot and being devoured by insects than all of the mills of the area could use. In addition he conducted a survey of the cutting capacity of mills in just five Idaho counties showing that in 1 year production was 247,612 million board feet below capacity meaning that the mills were working at only 60 percent of capacity.

The major stumbling block to eliminating this immense waste is the forest transportation system which does not at present provide access for adequate disease control or feasible harvest of mature and overmature timber stands.

In asking for more money for forest roads and trails, I am not advocating speculative spending but the sound investment of general funds in a program which can stimulate generous returns to the economy. Spending for forest roads is commonsense spending. It is common sense to eliminate the waste of resources and replace this waste with good conservation management and regenerating productivity.

In recent years with such funds as have been made available, the Forest Service has done a creditable job on the forest road program. But, of necessity, much effort has been directed toward repairing the damages to extant facilities brought by natural disaster. Too little has been left for expansion of the forest road system. So little, in fact, that it is estimated that the modest 10-year forest road program introduced in 1962 will take 15 years to complete. And, it is admitted that when this program is finally completed, the achievement will still fall far short of the ultimate needs.

While the Forest Service has been able to give only limited emphasis to building new roads, the practice of tying road construction to timber sales has continued. This practice requires lumber operators bidding on timber to include in their bids the cost of roads which must be built to standards greater than that required for harvesting of timber alone. Since we envision forest roads as serving multiple uses it is inequitable to saddle a single user with a disproportionate share of the costs. Furthermore, this practice obviously works to the disadvantage of small operators. Thus the fairest and most effective basis for multipurpose conservation road construction is financing from general Federal funds.

It has been proposed that \$85 million be authorized for forest roads and trails in fiscal 1968 and that \$110 million be authorized for this purpose in fiscal 1969. In the aggregate these authorization recommendations represent only a token increase over the authorizations for the previous 2 years. They re-

flect a "go slow" policy for a program where rapid acceleration is clearly indicated. I am asking that \$170 million be authorized for forest roads and trails for each of the fiscal years 1968 and 1969 to get this program moving at a speed more in keeping with what the times require. Further deferment of construction of an expanded system of mainline forest trunklines can be accepted only at great cost in losses of mature and overmature timber now a prey to disease and harmful insects but inaccessible to harvest. Such deferment of action can be allowed only at the price of excessive pressure on existing recreational facilities and unwarranted harm to esthetic values in our forests.

New forest roads are avenues to new production, new employment, new tax revenues, new conservation applications, and new recreational opportunities. I am convinced that the time to build these roads is now. When this matter is brought before hearings, detailed testimony will be presented to support these broad contentions with more facts and figures.

The PRESIDING OFFICER. The amendment will be received, printed, and appropriately referred.

The amendment (No. 508) was referred to the Committee on Public Works.

CHAMIZAL MEMORIAL—ADDITIONAL COSPONSOR OF BILL

Mr. TOWER. Mr. President, on March 2, my distinguished colleague from Texas, Senator YARBOROUGH, introduced a bill to authorize the creation of a national memorial in El Paso to commemorate the 1964 settlement of the Chamizal controversy.

The enactment of the Chamizal Treaty signified the friendly settlement between the United States and the Republic of Mexico over land on the Rio Grande between El Paso and Ciudad Juarez, Mexico. The term "Chamizal" is the Spanish name for the plants which once covered the ground in the area.

The Chamizal controversy originated under the imprecise terms of the Treaty of Guadalupe Hidalgo of 1848, which set the border between the United States and Mexico as the Rio Grande. But, as rivers in Texas sometimes will, the Rio Grande changed course in the Chamizal vicinity. The Chamizal Treaty of January 14, 1964, provided for a permanent relocation and channeling of the river in a concrete-lined bed, and ended the controversy by designating the center of the river as an international boundary. Approximately 630 acres of land were transferred to Mexico and 193 acres went to the United States, with a portion of the U.S. land going to the city of El Paso. This legislation I am cosponsoring today would set aside 55 acres of U.S. land for a suitable monument and a museum-information center.

The Department of the Interior, which has endorsed this legislation, says that development of the memorial will include administrative offices, parking facilities, and landscaping. The proposal

has been heartily endorsed by the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments. The bill S. 3007, is a companion to H.R. 7402 sponsored by Congressman RICHARD WHITE.

Mr. President, it had been my earlier intention to introduce a similar but much broader measure. After consultation with those of the El Paso area interested and involved in this matter, I now feel it would be best not to enlarge upon the recommendation of the Department of the Interior. Therefore I am requesting consent now that my name be added as a cosponsor of S. 3007, already introduced by the distinguished senior Senator from Texas.

The PRESIDING OFFICER. Without objection it is so ordered.

Mr. TOWER. In joining as a cosponsor of this bill, I wish to urge my fellow Senators to support this legislation in recognition of the good will which exists on both sides of the Rio Grande. It is my opinion that the proposed national memorial will provide a fitting monument to the recognition of the rule of law amicable of negotiation of good will which exists between the Republic of Mexico and the United States.

ADDITIONAL COSPONSORS OF BILLS AND CONCURRENT RESOLUTION

Under authority of the orders of the Senate, as indicated below, the following names have been added as additional cosponsors for the following bills and concurrent resolution:

Authority of March 15, 1966:

S. 3089. A bill to provide a comprehensive program to combat alcoholism: Mr. BIBLE, Mr. BURDICK, Mr. DOUGLAS, Mr. GRUENING, Mr. INOUE, Mr. MONDALE, Mr. MORSE, Mrs. NEUBERGER, Mr. PELL, Mr. RANDOLPH, Mr. YARBOROUGH, and Mr. YOUNG of North Dakota.

Authority of March 21, 1966:

S. 3107. A bill to provide for a comprehensive review of national water resource problems and programs, and for other purposes: Mr. BAYH, Mr. BIBLE, Mr. BOGGS, Mr. CANNON, Mr. CARLSON, Mr. CASE, Mr. CLARK, Mr. COOPER, Mr. EASTLAND, Mr. FONG, Mr. GRUENING, Mr. HARRIS, Mr. HART, Mr. HAYDEN, Mr. INOUE, Mr. LAUSCHE, Mr. LONG of Missouri, Mr. MANSFIELD, Mr. MCGEE, Mr. MONTAÑA, Mr. MUNDT, Mr. MUSKIE, Mr. PELL, Mr. RANDOLPH, Mr. SCOTT, Mr. TOWER, Mr. WILLIAMS of New Jersey, Mr. YARBOROUGH, and Mr. YOUNG of North Dakota.

S. Con. Res. 83. Concurrent resolution to express the sense of Congress on agreements reducing duties on imported articles under certain conditions: Mr. BOGGS, Mr. CARLSON, Mr. CASE, Mr. DIRKSEN, Mr. DODD, Mr. GRUENING, Mr. HARTRE, Mr. MUSKIE, Mr. PASTORE, Mr. PELL, and Mr. WILLIAMS of Delaware.

POPULATION HEARINGS SCHEDULED FOR MARCH 31, APRIL 5, APRIL 6, APRIL 7, AND APRIL 8

Mr. GRUENING. Mr. President, this week and next the Government Operations Subcommittee on Foreign Aid Expenditures will continue its quest for information on the population crisis.

On Thursday, March 31, housing needs and future trends in the building industry and medical research which relates to the common dignity of man will be discussed. Scheduled to testify are Dr.

Kermit E. Krantz, of Kansas City, Kans., and Mr. Arthur Watkins, of Piermont, N.Y. The subcommittee also hopes to learn more about the building of pleasing urban environments because Dr. Leonard J. Duhl who is a consultant on urban affairs for Secretary Robert C. Weaver, of the Department of Housing and Urban Development, will be with us, his schedule permitting. The subcommittee has also invited Dr. Donald N. Michael, a social psychologist with a background in the physical sciences, who is a resident fellow at the Institute for Policy Studies in Washington, D.C., to discuss city planning.

Writer-engineer Arthur Watkins has written extensively on various aspects of housing and building construction. He is the author of "Building or Buying the High-Quality House at the Lowest Cost" and other books and articles.

Dr. Krantz is chairman of the University of Kansas School of Medicine's Department of Gynecology and Obstetrics. He is a specialist in anatomy and genetics, a Markle scholar in medical science, author of numerous articles on human reproduction, and a contributor to the 1965 Life magazine four-part series entitled "On the Frontiers of Medicine: Control of Life."

SECRETARY GARDNER TO TESTIFY

The subcommittee has scheduled four public hearings on the population crisis next week.

The Honorable John W. Gardner, Secretary of the Department of Health, Education, and Welfare, will testify Thursday, April 7, and the Honorable David E. Bell, Administrator of the Agency for International Development, will appear the following day on April 8.

The hearings this week and next will be held in room 3302 of the New Senate Office Building, starting at 10 a.m.

Witnesses who will testify next week are:

Tuesday, April 5: Dr. Joseph Hall, Miami, Fla., superintendent of the Dade County public schools; and Mrs. Jane Roberts, Miami, Fla., chairman of the Dade County Board of Education.

Wednesday, April 6: State Senator John Birmingham, Denver, Colo., author of birth control bill which was approved by Colorado State Legislature; Dr. Joseph Martin, Cleveland, Ohio, Medical Associates, who with other medical doctors is working to make birth control information available to the poor who wish to have it, and a participant in the 1965 White House Conference on Health; Dr. William Vogt, New York City, ecologist, author, secretary of the Conservation Fund; Mr. Arnold Maremont, Chicago, Ill., industrialist, lawyer, president of the Maremont Corp., and former chairman of the Illinois Public Aid Commission.

Thursday, April 7: Hon. John W. Gardner, Secretary of the Department of Health, Education, and Welfare.

Friday, April 8: Hon. David E. Bell, Administrator, Agency for International Development.

NOTICE OF HEARING ON S. 2282, THE ECOLOGY BILL

Mr. JACKSON. Mr. President, open public hearings by the Senate Interior and Insular Affairs Committee on S. 2282, the ecology bill, originally scheduled for April 21, have been moved to Wednesday, April 27.

The date has been changed to better accommodate several important witnesses who wish to be heard on the bill. The measure, introduced by Senator NELSON, would authorize the Secretary of Interior to conduct a program of research, study and surveys, documentation, and description of our natural environmental systems.

The hearings will be conducted in room 3110 of the New Senate Office Building starting at 10 a.m.

NOTICE OF HEARING ON NOMINATION OF ROBERT L. BENNETT TO BE COMMISSIONER OF INDIAN AFFAIRS

Mr. JACKSON. Mr. President, President Johnson has sent to the Senate the name of Mr. Robert L. Bennett to be Commissioner of Indian Affairs.

We have scheduled a confirmation hearing for April 1, beginning at 10 a.m., in room 3110, New Senate Office Building, at which time the nominee will appear.

Mr. President, for the information of the Senate, I ask that there be printed at this point in the RECORD a biographical sketch of Mr. Bennett, prepared and submitted by the Department of the Interior.

There being no objection, the biographical sketch was ordered to be printed in the RECORD, as follows:

ROBERT L. BENNETT

Born November 16, 1912, on the Oneida Indian Reservation in Wisconsin.

EDUCATION

Attended public and parochial schools in Wisconsin. Was graduated in 1931 from Haskell Institute (Indian school) at Lawrence, Kans., where he specialized in business administration. Holds degree of LL.B. from Southeastern University School of Law.

OCCUPATIONAL BACKGROUND

From 1933 to 1938, served with the Bureau of Indian Affairs agency at the Ute Reservation in Utah. Also served in various capacities with the Ute Tribal Council and as treasurer of three Indian livestock associations in the area.

From 1938 to 1945, assigned to Washington office, Bureau of Indian Affairs, as specialist in tribal affairs.

From 1943 to 1944, private, first class, Marine Corps.

From 1944 to 1948, directed training program for World War II Indian veterans as member of staff of Phoenix, Ariz., office, Veterans' Administration.

From 1949 to 1951, rejoined Bureau of Indian Affairs in capacity of job placement office, Aberdeen area, serving Indian groups in the Dakotas.

From 1951 to 1954, reassigned to Washington, D.C., office, Bureau of Indian Affairs, to assist in tribal development programs.

From 1954 to 1956, superintendent of Consolidated Ute Indian Agency, Ignacio, Colo. From 1956 to 1962, reassigned to Aberdeen area office and appointed assistant area director.

From 1962 to 1965, appointed area director of Indian affairs for the Alaska region, with headquarters in Juneau.

In 1966, appointed Deputy Commissioner of Indian Affairs, Washington, D.C.

ORGANIZATION AFFILIATIONS

American Academy of Political and Social Science.

American Society for Public Administration.

National Congress of American Indians.

Member of the National Advisory Committee for Indian Youth.

Board of directors, Arrow, Inc.

Rotary International.

FAMILY DATA

Married to the former Mrs. Cleota Minor Brayboy, of Baltimore, Md., a social worker. Six children: John, a Navy veteran now living in Phoenix, Ariz.; William, a Navy veteran now living in Livermore, Calif.; Leo, a Marine veteran living in Phoenix; and Joanne, David, and Robert, living at home.

NOTICE OF HEARING ON NOMINATION OF WILLIAM N. GOODWIN TO BE U.S. DISTRICT JUDGE, EASTERN AND WESTERN DISTRICTS OF WASHINGTON

Mr. ERVIN. Mr. President, on behalf of the Committee on the Judiciary, I desire to give notice that a public hearing has been scheduled for Tuesday, April 5, 1966, at 10:30 a.m., in room 2228, New Senate Office Building, on the nomination of William N. Goodwin, of Washington, to be U.S. district judge, eastern and western districts of Washington, to fill a new position created by Public Law 87-36 approved May 19, 1961.

At the indicated time and place persons interested in the hearing may make such representations as may be pertinent.

The subcommittee consists of the Senator from Mississippi [Mr. EASTLAND], chairman, the Senator from Arkansas [Mr. McCLELLAN], and the Senator from Nebraska [Mr. HRUSKAL].

NOTICE OF RESCHEDULING OF HEARING ON THE NOMINATION OF MILES W. LORD TO BE U.S. DISTRICT JUDGE, DISTRICT OF MINNESOTA

Mr. ERVIN. Mr. President, on behalf of the Committee on the Judiciary, I desire to give notice that the public hearing on the nomination of Miles W. Lord, of Minnesota, to be U.S. district judge, district of Minnesota, vice Dennis F. Donovan, retired, has been rescheduled for Wednesday, April 20, 1966, at 10:30 a.m., in room 2228, New Senate Office Building.

At the indicated time and place persons interested in the hearing may make such representations as may be pertinent.

The subcommittee consists of the Senator from Mississippi [Mr. EASTLAND],

89TH CONGRESS
2D SESSION

H. R. 14359

IN THE HOUSE OF REPRESENTATIVES

MR. FALLON (by request) introduced the following bill; which was referred to the Committee on Public Works

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

3 SHORT TITLE

6 REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR

7 INTERSTATE SYSTEM

I

1 in lieu thereof "fiscal years ending June 30, 1971, and
2 June 30, 1972".

3 AUTHORIZATIONS

4 SEC. 5. For the purpose of carrying out the provisions
5 of title 23 of the United States Code, the following sums are
6 hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

14 (A) 45 per centum for projects on the Federal-aid
15 primary highway system;

16 (B) 30 per centum for projects on the Federal-aid
17 secondary highway system; and

18 (C) 25 per centum for projects on extensions of the
19 Federal-aid primary and Federal-aid secondary high-
20 way systems in urban areas.

(2) For forest highways on the Federal-aid highway systems, out of the Highway Trust Fund, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

25 (3) For public lands highways on the Federal-aid high-

1 way systems, out of the Highway Trust Fund, \$7,000,000
2 for the fiscal year ending June 30, 1968, and \$7,000,000 for
3 the fiscal year ending June 30, 1969.

4 (4) For forest development roads and trails, \$85,000,-
5 000 for the fiscal year ending June 30, 1968, and \$110,-
6 000,000 for the fiscal year ending June 30, 1969.

7 (5) For public lands development roads and trails, \$2,-
8 000,000 for the fiscal year ending June 30, 1968, and
9 \$3,000,000 for the fiscal year ending June 30, 1969.

10 (6) For park roads and trails, \$25,000,000 for the fiscal
11 year ending June 30, 1968, and \$30,000,000 for the fiscal
12 year ending June 30, 1969.

13 (7) For parkways, \$9,000,000 for the fiscal year end-
14 ing June 30, 1968, and \$11,000,000 for the fiscal year end-
15 ing June 30, 1969.

16 (8) For Indian reservation roads and bridges,
17 \$18,000,000 for the fiscal year ending June 30, 1968, and
18 \$23,000,000 for the fiscal year ending June 30, 1969.

19 HIGHWAY BEAUTIFICATION

20 SEC. 6. (a) The last sentence in subsections 131 (m)
21 and 136 (m) of title 23, United States Code, is hereby
22 deleted and the following is substituted in lieu thereof: "No
23 part of the highway trust fund shall be available to carry
24 out this section before July 1, 1966. The provisions of
25 chapter 1 of this title relating to the obligation, period of

1 availability, and expenditure of Federal-aid primary high-
2 way funds, except as determined by the Secretary to be
3 inconsistent with this section, shall apply to the funds au-
4 thorized to be appropriated to carry out this section after
5 June 30, 1966.”

6 (b) The last sentence in subsection 319 (b) of title 23,
7 United States Code, is hereby deleted and the following is
8 substituted in lieu thereof: “No part of the highway trust
9 fund shall be available to carry out this subsection before
10 July 1, 1966. The provisions of chapter 1 of this title relat-
11 ing to the obligation, period of availability, and expenditure
12 of Federal-aid primary highway funds, except as determined
13 by the Secretary to be inconsistent with this subsection, shall
14 apply to the funds authorized to be appropriated to carry
15 out this subsection after June 30, 1966.”

16 **EMERGENCY RELIEF**

17 **SEC. 7.** Subsection (a) of section 125 of title 23, United
18 States Code, is amended to read as follows:

19 “(a) The Secretary is hereby granted standby authority
20 to expend, from any funds heretofore or hereafter appro-
21 priated for expenditure in accordance with the provisions of
22 this title, including existing Federal-aid appropriations, and
23 subject to the provisions of this section and section 120 (f),
24 the sum of \$50,000,000 for the fiscal year 1967, and a like
25 sum for each fiscal year thereafter, for the repair or recon-

1 struction of highways, roads, and trails which he shall find
2 have suffered serious damage as a result of disaster over a
3 wide area, such as by floods, hurricanes, tidal waves, earth-
4 quakes, severe storms, landslides, or other catastrophes in
5 any part of the United States. The unexpended balance
6 of such authorization shall remain available for expenditure
7 for a period of two years after the close of the fiscal year
8 for which such sum is authorized. Expenditures under this
9 section on any of the Federal-aid highway systems shall be
10 reimbursed by appropriations from the Highway Trust
11 Fund, and expenditures under this section for highways,
12 roads, and trails not on any Federal-aid highway system
13 shall be reimbursed by appropriations from the general
14 funds of the Treasury, which appropriations are hereby
15 authorized.”

16 (b) Subsections (b) and (c) of section 125 of title
17 23, United States Code, are amended by striking the words
18 “from the emergency fund” where they appear.

A BILL

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. FALLOON

APRIL 6, 1966

Referred to the Committee on Public Works

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued April 26, 1966
For actions of April 25, 1966
89th-2nd; No. 68

CONTENTS

Acreage allotments.....9	Fibers.....28	Milk.....3
Adjournment.....5	Food prices.....11,12,18	Oils.....28
Agricultural	Foreign aid.....8	Participation sales.....7
appropriations.....6,15	Forest roads.....2	Public Law 480.....14
Appropriations...4,6,15,16	Forest Service.....4	Roads.....2
Child nutrition.....21	Hardwoods.....28	Ryukuy Islands.....8
Community development....1	Imports.....23	School milk.....3
Consumers.....22	Inflation.....10	Supplemental
Dairy products.....23	Information.....20	appropriations.....4,16
Daylight time.....27	Labeling.....22	Tariff.....28
Education.....19	Legislative program....15	Tobacco.....25
Farm labor.....12,17	Loan pools.....7	Water research.....26
Farm program.....3,11	Manpower.....24	
Federal aid.....19	Marketing.....25	

HIGHLIGHTS: Senate passed community development districts bill. House committees reported agricultural appropriation and participation sales bills. Sen. Moss requested forest roads-trails increase. Sen. Proxmire defended farmers and commended school-milk increase. Sen. Mondale inserted Grange letter defending Secretary Freeman. Rep. Albert reported state of Nation's agriculture good. House subcommittee voted to report diverted acreage allotment bill.

SENATE

1. **COMMUNITY DEVELOPMENT DISTRICTS.** Passed, 43-21, with amendments S. 2934, authorizing grants for comprehensive planning for public services and development in community development districts approved by the Secretary of Agriculture. Agreed to a Lausche amendment to limit HUD grants to the present authorization. Agreed to an Ellender amendment to strike out the appropriation authorization. pp. 8474-88

2. **FOREST ROADS.** Sen. Moss offered and discussed an amendment to S. 3155, the road authorization bill, to increase forest roads and trails from \$85 million

to \$150 million for the fiscal year 1968 and from \$110 million to \$150 million for the fiscal year 1969. p. 8449

3. FARM PROGRAM; SCHOOL MILK. Sen. Proxmire defended farmers, inserted an article on this subject, and praised the Whitten subcommittee for increasing the school milk program. pp. 8455-7

Sen. Mondale commended recent accomplishments in increasing farm income and inserted a letter from the National Grange defending Secretary Freeman. pp. 8467-9

4. APPROPRIATIONS. On Apr. 22 an appropriations subcommittee marked up and approved for full committee consideration H. R. 14215, the Interior and related agencies appropriation bill. p. D342

The Appropriations Committee ordered favorably reported with amendments H. R. 14012, second supplemental appropriation bill, which may be debated Apr. 27. p. D342

5. ADJOURNED until Wed., Apr. 27. p. 8491

HOUSE

6. AGRICULTURAL APPROPRIATION BILL, 1967. On April 22, during adjournment, the Appropriations Committee reported this bill, H. R. 14596 (H. Rept. 1446) (p. 8439). Attached to this Digest is a copy of the committee report, which includes a summary table reflecting committee action on the bill.

7. LOANS. The Banking and Currency Committee reported with amendments H. R. 14544, the proposed Participation Sales Act of 1966 (H. Rept. 1448), and S. 2499, to amend the Small Business Act to authorize issuance and sale of participation interests based on certain loan pools held by the Small Business Administration (H. Rept. 1447). p. 8439

Rep. Talcott stated the participation sales bill is being "rammed through the committee and the Congress before even Members of Congress can understand it or evaluate the consequences." pp. 8389-90

8. FOREIGN AID. Passed without amendment H. R. 12617, to increase from \$12 million to \$25 million the amount authorized to be appropriated in any fiscal year for obligation and expenditure in accordance with programs approved by the President for certain activities within the Ryukyu Islands. pp. 8379-86

9. ACREAGE ALLOTMENT. A subcommittee of the Agriculture Committee approved for full committee action H. R. 13057, amended, to amend the provisions of law relating to the planting of crops on acreage diverted under the cotton, wheat, and feed grains program. p. D344

10. INFLATION. Rep. Pelly spoke in favor of "a modest reduction in Government non-defense expenditures" to curb inflation rather than an income tax increase and urged such consideration on pending appropriation bills. p. 8378

11. FARM PROGRAM. Rep. Albert stated that the state of our Nation's agriculture is good and inserted articles defending the President and Secretary Freeman against accusations of placing the blame for "high food prices on farmers." pp. 8396-7

S. 3155

IN THE SENATE OF THE UNITED STATES

APRIL 25, 1966

Referred to the Committee on Public Works and ordered to be printed

AMENDMENTS

Intended to be proposed by Mr. Moss to S. 3155, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, viz:

- 1 On page 5, lines 7 and 8, strike out "\$85,000,000"
- 2 and insert in lieu thereof "\$150,000,000".
- 3 On page 5, lines 8 and 9, strike out "\$110,000,000"
- 4 and insert in lieu thereof "\$150,000,000".

Amdt. No. 554

Amdt. No. 554

89TH CONGRESS
2D SESSION

S. 3155

AMENDMENTS

Intended to be proposed by Mr. Moss to S. 3155,
a bill to authorize appropriations for the
fiscal years 1968 and 1969 for the construc-
tion of certain highways in accordance with
title 23 of the United States Code, and for
other purposes.

APRIL 25, 1966

Referred to the Committee on Public Works and
ordered to be printed

The PRESIDING OFFICER. The amendments will be received, printed, and appropriately referred.

The amendments (Nos. 552 and 553) were referred to the Committee on Post Office and Civil Service.

CONSTRUCTION OF CERTAIN HIGHWAYS—AMENDMENTS

AMENDMENT NO. 554

Mr. MOSS. Mr. President, I send to the desk an amendment to the Federal Aid Highway Act of 1966, S. 3155, which provides that the authorizations proposed in the bill for forest roads and trails be increased from \$85 million to \$150 million for the fiscal year 1968 and from \$110 million to \$150 million for the fiscal year 1969.

The authorizations for national forest development roads have been running substantially below the level provided for in the 10-year program proposed by the U.S. Forest Service in 1960. The deficit in funding this program from 1960 through 1965 totaled more than \$85 million.

If we are to keep abreast of the goals established in 1960 and to serve more fully the recreational and scenic road programs to which the Johnson administration is committed, it seems to me we must substantially increase the level of appropriations for these roads. I recognize that in preparing appropriation requests for the fiscal year 1967 the administration had some hard choices to make, but in this instance we are dealing with authorization requests for the fiscal years 1968 and 1969—some years hence. The requests are neither adequate nor realistic.

It is becoming increasingly necessary to build forest development roads to accommodate highway recreational use, including house trailers and boat trailers. When the 10-year program was revised in 1962, the Congress had anticipated that a large portion of these roads would be built by Federal timber sale purchases. However, we have found that the requirement that these roads be constructed by buyers of national forest timber unnecessarily restricts the timber markets, reduces the income from the sale of Federal timber, and deprives the counties in which the timber is located of a substantial portion of receipts which are dedicated to build schools and to the construction of local roads. It is thus evident that the insufficient authorizations for forest development roads and trails have served to create a brake on the economic development of many timber-producing communities.

In many instances, improvements on these roads would open up new and beautiful recreation areas to the public and would provide an economic shot in the arm to the surrounding counties and nearby towns. One such striking example in my State is the Skyline Recreation Way through the Manti and La Sal National Forests in the south-central part of the State. This road, now very narrow in parts, and passable only in good weather, traverses the broad sum-

mit of the Wasatch Plateau through beautiful mountain and lake country. All 100 miles of it is on national forest land. A good forest road through this area would open up its recreation potential to thousands.

I am sure there are many other similar areas in the United States which would be benefited by increasing the authorization for forest roads and trails.

I plan therefore to bring up the amendment I am submitting today before the Senate Public Works Committee when hearings are held in May on S. 3155, and, if necessary, to pursue the question of higher authorizations on the Senate floor.

The PRESIDING OFFICER. The amendment will be received, printed, and appropriately referred.

The amendment (No. 554) was referred to the Committee on Public Works.

ADDITIONAL COSPONSORS OF BILLS AND AMENDMENT

Mr. MUSKIE. Mr. President, I ask unanimous consent that, at its next printing, the names the Senator from Maryland [Mr. TYDINGS], the Senator from North Carolina [Mr. ERVIN], the Senator from Michigan [Mr. HART], the Senator from New Jersey [Mr. WILLIAMS], the Senator from Minnesota [Mr. MCCARTHY], and the Senator from Massachusetts [Mr. KENNEDY] be added as additional cosponsors of the bill (S. 3089) to provide a comprehensive program to combat alcoholism, which I introduced on March 15, 1966.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MUSKIE. Mr. President, I ask unanimous consent that, at the next printing of the bill (S. 3168) to amend the Public Health Service Act to provide for the establishment of a National Eye Institute in the National Institutes of Health, which I introduced on April 1, 1966, the name of the Senator from New Jersey [Mr. WILLIAMS] be added as a cosponsor.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. JORDAN of Idaho. Mr. President, I ask unanimous consent that, at its next printing, the name of the junior Senator from Arizona [Mr. FANNIN] be added as a cosponsor of amendment No. 508 to S. 3155, the Federal-Aid Highway Act of 1966.

The PRESIDING OFFICER. Without objection, it is so ordered.

HEARINGS ON AMENDMENT OF IMMIGRATION AND NATIONALITY ACT

Mr. EASTLAND. Mr. President, open hearings will be held by the Internal Security Subcommittee on S. 3243, a bill to amend the Immigration and Nationality Act and to make provision for necessary travel controls. Hearings will be held in the New Senate Office Building in room 2226 on May 4 and 5.

The purpose of the hearing is to give any interested party or group an opportunity to testify about the bill. Any one wishing to appear should communicate with the Internal Security Subcommittee not later than Friday, April 29.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed, without amendment, the joint resolution (S.J. Res. 130) to provide for the designation of the week of May 8 to May 14, 1966, as "National School Safety Patrol Week."

The message also announced that the House had agreed to the amendments of the Senate to the amendments of the House to the joint resolution (S.J. Res. 18) to provide for the designation of the fourth week in April of each year as "Youth Temperance Education Week."

ENROLLED BILL SIGNED

The message further announced that the Speaker had affixed his signature to the enrolled bill (H.R. 1903) for the relief of Mrs. Sadie Y. Simmons and James R. Simmons.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. HARTKE:

Statement by him on the retirement of Walter M. Hall from the staff of the Boys Clubs of America.

Editorial entitled "Shakespeare by Video," published in the Washington Post of February 16, 1966.

Article entitled "First Light Ahead," dealing with the war in Vietnam, written by Joseph C. Harsch and published in the Christian Science Monitor of April 13.

THE 18TH ANNIVERSARY OF ISRAELI INDEPENDENCE

Mr. SALTONSTALL. Mr. President, 18 years ago, the free and independent State of Israel was established as a homeland for the Jews of the world. This remarkable achievement was accomplished not only because of the persistence of Jews all over the world who for many generations had sought to identify themselves with a nation of their own, but also because of the encouragement of many members of the United Nations who believed in their cause. The United States was the first country to extend diplomatic recognition to Israel, which has continued to justify the faith that we and many other countries placed in her. In the midst of an area noted for its turbulence she had been an example of stability, prosperity and progress. Her system of government is democratic and has continued to respond to the needs of its citizens.

Against odds considered by many to be insurmountable, the people of Israel have performed an economic and social miracle in half a lifetime. One part of that miracle is the transformation of sterile wasteland into lush, productive farmland. By means of irrigation, the Israelis have increased the amount of arable land by 360 percent. Economic growth has been just as remarkable: Israel now has an average annual growth rate of 10 percent. The country has progressed economically to the point that it is able to lend technical assistance to less-advanced countries.

With courage and determination, the Israelis have created not only a prosperous nation, but a dynamic one as well. The world continues to benefit from the country's great creativity in the arts as illustrated by her recent exhibition of art and culture.

Israel's amazing history has also included the rapid development of the country into a highly sophisticated state of military preparedness. Due to her geographic position, she has been forced to build and maintain an efficient and large armed force to deter her enemies. She now represents a bulwark of freedom in the Middle East.

The outstanding political, social, and economic achievements of this small, yet determined, nation deserve the admiration of all people who honor the ideals of freedom and respect initiative and courage and resourcefulness. I am honored to be able to join with my fellow citizens of Massachusetts in saying "mazeltov," congratulations to the people of Israel on the anniversary of their independence.

Mr. PROXMIER. Mr. President, April 25 marks the 18th anniversary of Israeli independence. The story of the children of Israel and their struggle to recreate their ancient homeland is one of the marvels of modern history.

Nearly 2,000 years ago, in 70 A.D., Roman legions marched on the city of Jerusalem where they smashed the sacred Second Temple and drove the Jews into exile an exile that was to last until halfway through the 20th century. During the centuries that followed devout Jews returned to the ruined remains of the Second Temple, a portion of the western wall which became known as the Wailing Wall because of the tears shed by those who mourned their ancient homeland.

Despite their long exile of suffering and persecution, the Jews never forsook their heritage. Dispersed and scattered to the four corners of the earth, their common suffering became a bond to their nationhood, a symbol of unity and an impetus to the struggle to reclaim their ancestral home.

After the First World War, it appeared that the Western powers might grant the Jews a home in Palestine, but the wish expired in the flames of Arab nationalism.

It was only after the insane horrors of World War II that a conscience-stricken world considered the cause of the Jewish nation in earnest. The problem was referred to the new world organization, the

United Nations. Finally, in November of 1947 the General Assembly made a historic decision to partition Palestine into independent Jewish and Arab states.

On May 14, 1948, the last British high commissioner left Palestine. After nearly 2,000 years, the Jews could return home to a new State called Israel. The exile was over, but the battle was about to begin. Three days later, the infant State was fighting for its life against a sudden invasion by five neighboring Arab States. But the Jews had waited too long to be denied their homeland now. The invaders were met by a ferocious counterattack that sent them reeling before an armistice agreement was signed through the United Nations.

Since then, Jews around the world have united to help build the miracle that is Israel. What was once a barren desert has become a nation of over two and a half million people with an annual economic growth rate of nearly 10 percent. I do not intend to list the unprecedented economic and social advances that this young nation has made here. Let me only say that it stands as a model to the underdeveloped world and a monument to the skill and courage of a great nation. It is a pleasure for me to take this opportunity to congratulate the Israelis on their 18th anniversary of independence.

Mr. PELL. It is a rare privilege indeed to share the joys and heartaches which accompany the birth and growth of a great nation. Yet many of us here and throughout the Nation can harken back to that night 18 years ago when over a crackling shortwave connection, the strains of "Hatikvah," the hymn of return to the promised land, proclaimed to the world, that the independent State of Israel was a reality. A reality made even more forceful by President Harry S. Truman's swift diplomatic recognition of nationhood.

Since that day, Americans, especially Americans of Jewish descent, have watched with interest and pride, the growth of the State of Israel. From a band of farming settlements interspersed with a few cities, a strong viable country has developed. Industry has flourished, schools, colleges and universities have grown in size and excellence, the desert has been made to bloom, music and the arts have an honored place. A small indigenous population has grown to 2.5 million people, people from every land to which the Jew had been dispersed in 2,000 years of wandering. This infusion of people from varied national origins has brought many cultures to Israel and is reflected in the everyday life of the country, just as everyday life in the United States is a reflection of the many cultures within our borders.

Despite its turbulent history, a nation has grown. Free democratic institutions were established and are flourishing. The State of Israel has taken its place as a respected member of the international community, sympathetic to the feelings and aspirations of the newly independent countries of Africa and Asia, as is demonstrated by the many technical assistance programs now being carried on. A member of the United Na-

tions since 1949, Israel participates in almost all of the U.N.'s affiliated agencies.

On this, the 18th anniversary of its independence, I join with millions of Americans in wishing the State of Israel continued prosperity and a long and useful life.

Mr. WILLIAMS of New Jersey. Mr. President, today marks the 18th anniversary of the nation of Israel. Small in size but mighty in spirit, the renewed homeland of the Jewish people has grown and prospered over the past years. The support given Israel by the American people and the prompt recognition of her independence by our Government are one of the finest moments in the history of American foreign policy.

The prosperity that the Israeli people have brought to a land once neglected and impoverished has shown what modern technology, combined with fervent dedication, can bring about. Surrounded by hostile, embittered, and fanatic enemies who are pledged to the destruction of this land, they have maintained their independence through their courage and firmness. Today, Israel is a beacon light of democracy in a region preyed upon by despots and tyrants. In an area where coup d'etats are a violent substitute for democratic processes, Israel has shown that democracy can lead to the prosperous development of a nation.

I think it is a tribute to the skills and ability of the Jewish people that Israel no longer receives any significant foreign aid except for some food supplies, and she, in fact, has placed the talents of her people in the service of the developing nations of Africa. She has done this despite the harsh necessity of maintaining her armed might in order to deter the aggressive ambitions of the Arab bloc which is still pledged to the senseless destruction of Israel.

We can think of the great benefits which would derive to the Arab nations and to Israel herself, were a firm and lasting peace to be attained so that the technology of Israel could assist Arab nations, ground down by centuries of poverty, in their development efforts. I would hope that our policy toward Israel will continue to be one of firm support and assistance in maintaining the balance of armed might while at the same time doing all we can to persuade the Arab nations to forswear their senseless policy of hostility.

It seems to me that there are no substantive issues existing between the Arab nations and Israel which cannot be resolved to their mutual benefit. Surely it is foolish to expect that a country which has grown and prospered over 18 years can be driven from the face of the earth.

On this 18th anniversary, we can all take heart from the story of the Jewish people who, after a hundred years of oppression, survived the most ruthless, calculated, and insane massacre, to rise like a phoenix from the ashes of their destruction and to build their ancient homeland into a new expression of a religious faith which had kept their people alive and together through the centuries of the Diaspora. Theirs is a

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
TO BE QUOTED OR CITED)

Issued May 18, 1966
For actions of May 17, 1966
89th 2nd; No. 81

CONTENTS

Adjournment.....25	Food.....6,16	Participation sales...2,11
Appropriations.....1,11,41	Foreign aid.....19	Personnel.....10
Awards.....14	Foreign trade.....16,27,39	Population.....6
Child nutrition.....32	Forest Service.....1,11	Poverty.....38
Commodity reserves.....16	Freight cars.....12	Purchasing.....29
Conservation.....17,28	Inflation.....22	Roads.....9
Cosponsors.....16	Information.....20	School milk.....21
Credit.....34	Intergovernmental relations.....24	Transportation.....12
Dairy imports.....16,30	Labor standards.....4,11	Visitor center.....15
Disaster relief.....3	Legislative program.....11	Water pollution.....36
Education.....8,18	Loan pools.....2,11	Water resources.....37
Exposition.....7	Opinion poll.....26	Weather.....23
Farm prices.....5,16	Packaging.....35	Wildlife.....40
Fish protein.....33	Parity prices.....16,31	
Fisheries.....13		

HIGHLIGHTS: House received conference report on Interior appropriation bill, including Forest Service. House debated participation sales bill. Rep. Ashbrook criticized administration on farm prices issue. Rep. Gilligan introduced and recommended child nutrition bill. Reps. Rice and Stalbaum introduced and Rep. Race discussed dairy import bill.

HOUSE

1. APPROPRIATIONS. Received the conference report on H. R. 14215, the Interior and related agencies appropriation bill (H. Rept. 1538) (pp. 10314-6). The conference provided \$18,093,000 as proposed by the Senate for the Forest Service under the Land and Water Conservation Fund. A table reflecting the action of the conference is attached to this Digest.
2. PARTICIPATION SALES. Continued debate on H. R. 14544, the participation sales bill. pp. 10322-45

3. DISASTER RELIEF. Received from the President a report on activity under Public Law 875, 81st Cong., on disaster relief. pp. 10319, 10223
4. LABOR STANDARDS. Del. Polanco-Abreu protested the treatment of Puerto Rico in the labor standards bill. pp. 10347-55
5. FARM PRICES. Rep. Ashbrook criticized the record of the Administration on farm prices and inserted the recent Republican telegram to Secretary Freeman and the Secretary's reply. pp. 10361-3
6. POPULATION; FOOD NEEDS. Rep. Todd inserted an article, "FAO Finds Population Outpaces Food Gains." p. 10368
7. EXPOSITION. Received from the Commerce Department a report on the proposed U. S. participation in the Inter-American Cultural and Trade Center. p. 10372
8. EDUCATION. The Education and Labor Committee reported with amendment H. R. 14643, to provide for strengthening educational resources for international studies and research (H. Rept. 1539). p. 10372
9. ROADS. The Roads Subcommittee approved for full committee action a substitute for H. R. 14359, to authorize road appropriations for 1968 and 1969. p. D426
10. PERSONNEL. Received from the Civil Service Commission a proposed bill "to amend section 1310 of the Supplemental Appropriation Act, 1952, as amended," which provides various restrictions on promotions and transfers; to Post Office and Civil Service Committee. p. 10372
11. LEGISLATIVE PROGRAM as announced by Majority Leader Albert: Today, Interior appropriation bill and participation sales bill; next week, labor standards bill. p. 10345

SENATE

12. TRANSPORTATION. Concurred in the House amendment to S. 1098, to amend the Interstate Commerce Act so as to insure the adequacy of the national railroad freight car supply. This bill will now be sent to the President. pp. 10250-52
13. FISHERIES. The Commerce Committee voted to report (but did not actually report) S. J. Res. 29, to direct the Bureau of Commercial Fisheries to survey the marine and fresh-water commercial fishery resources of the U. S., its territories and possessions. p. D424
14. AWARDS. Passed as reported S. 2463, to grant the consent of the Congress to the acceptance of certain gifts and decorations from foreign governments. pp. 10312-3
15. VISITOR CENTER. The Public Works Committee reported with amendments S. 3031, to authorize the Secretary of the Interior to establish a National Visitor Center (S. Rept. 1161). The bill was then referred to the Interior and Insular Affairs Committee. p. 10224

from Senator Gruening; Ilus W. Davis, mayor of Kansas City, Mo., representing the National League of Cities; Leonard Crawford, Consulting Engineers Council; and

Paul H. Robbins, National Society of Professional Engineers.

Hearings continue tomorrow.

House of Representatives

Chamber Action

Bills Introduced: 25 public bills, H.R. 15088-15112; 6 private bills, H.R. 15113-15118; and 5 resolutions, H.J. Res. 1143, H. Con. Res. 655 and 656, and H. Res. 854 and 855, were introduced.

Pages 10372-10373

Bills Reported: Reports were filed as follows:

S. 2469, to determine a site for the construction of a new sea level canal connecting the Atlantic and Pacific Oceans (H. Rept. 1537);

The conference report on H.R. 14215, the Department of Interior appropriation bill for fiscal year 1967 (H. Rept. 1538); and

H.R. 14643, to provide for the strengthening of American educational resources for international studies and research (H. Rept. 1539).

Page 10372

Memorial Day: After discharging the Committee on the Judiciary from further consideration of the resolution, the House adopted H. Con. Res. 587, to authorize the President to issue an appropriate proclamation relating to the centennial anniversary of the first celebration of Memorial Day and recognize Waterloo, N.Y., as the birthplace of Memorial Day, amended.

Pages 10317-10318

Private Calendar: Passed the following bills on the call of the Private Calendar:

Cleared for the President: S. 1784 and 2696.

Sent to the Senate without amendment: H.R. 4083, 11253, 11718, 12315, and 12884.

Sent to the Senate, amended: H.R. 1275, 1483, 3631, 7026, 9643, 10220, and 11940.

Passed over without prejudice: S. 2307, and H.R. 1256, 1822, 2914, 4437, 10846, and 11251.

Pages 10319-10322

Participation Sales Act: Concluded all general debate on H.R. 14544, to promote private financing of credit needs and to provide for an efficient and orderly method of liquidating financial assets held by Federal credit agencies.

The legislation will be read and open for amendments on Wednesday, May 18.

Pages 10322-10345

Canada-United States: The House received communications of resignation from Representatives Giaimo and Tupper from the Canada-United States Interparliamentary Group and the Speaker appointed Representatives Kee and Duncan of Tennessee.

Page 10345

Quorum Calls: Three quorum calls developed during the proceedings of the House and they appear on pages 10322, 10315, and 10333.

Program for Wednesday: Adjourned at 5:12 p.m. until Wednesday, May 18, 1966, at 12 o'clock noon, when the House will further consider H.R. 14544, the Participation Sales Act of 1966; the conference report on H.R. 14215, the Department of Interior appropriation bill for fiscal year 1967; and consider the following six unanimous-consent bills from the Committee on Armed Services:

H.R. 13768, to authorize the disposal of celestite from the supplemental stockpile;

H.R. 13769, to authorize the disposal of cordage fiber (sisal) from the national stockpile;

H.R. 13770, to authorize the disposal of crocidolite asbestos from the supplemental stockpile;

H.R. 13772, to authorize the disposal of metallurgical grade manganese ore from the national stockpile and the supplemental stockpile;

H.R. 13773, to authorize the disposal of opium from the national stockpile; and

H.R. 13366, to authorize the disposal of aluminum from the national stockpile.

Committee Meetings

POTATO FUTURES

Committee on Agriculture: Subcommittee on Domestic Marketing and Consumer Relations continued hearings on H.R. 6006, to prohibit trading in Irish potatoes for future delivery of commodity exchanges. Testimony was heard from public witnesses. Adjourned subject to call of the Chair.

MILITARY CONSTRUCTION AUTHORIZATION

Committee on Armed Services: Continued hearings on H.R. 13715, to authorize certain construction at military installations. Testimony was heard from Representative Sikes; Maj. Gen. R. H. Curtin, Director of Civil Engineering, Headquarters, USAF; and Rear Adm. Harry Hull, Director, Shore Activities Development and Control Division, Office of Chief of Naval Operations.

D.C. POLICE AND FIREMEN PAY RAISE

Committee on the District of Columbia: Subcommittee No. 5 held a hearing on H.R. 13874, and related bills, to amend the District of Columbia Police and Firemen's Salary Act of 1958, to increase salaries of officers and members of the Metropolitan Police force and the Fire Department. Testimony was heard from Brig. Gen. Charles M. Duke, District Engineer Commissioner; John B. Layton, Chief of Police, Metropolitan Police

Department; and William C. Weitzel, Assistant Fire Chief, Fire Department, and other D.C. government officials.

SCHOOL ASSISTANCE

Committee on Education and Labor: Met in executive session and continued on the Elementary and Secondary School Education Act Amendments. No final action was taken.

FOREIGN ASSISTANCE ACT

Committee on Foreign Affairs: Continued hearings on H.R. 12449, to amend further the Foreign Assistance Act of 1961; and H.R. 12450, to promote the foreign policy, security, and general welfare of the United States by assisting peoples of the world in their efforts toward internal and external security. Testimony was heard from Representative Gurney; and William S. Gaud, Deputy Administrator, AID.

NATO CRISIS

Committee on Foreign Affairs: Subcommittee on Europe continued hearings on the crisis in NATO. Testimony was heard from Dean Acheson, former Secretary of State.

U.S.-SOUTH AFRICA RELATIONS

Committee on Foreign Affairs: Subcommittee on Africa continued hearings on U.S.-South Africa relations. Testimony was heard from public witnesses.

TRANSPORTATION

Committee on Government Operations: Subcommittee on Executive and Legislative Reorganization continued hearings on H.R. 13200, to create a Department of Transportation. Testimony was heard from public witnesses.

NATIONAL HISTORIC SITE

Committee on Interior and Insular Affairs: Subcommittee on National Parks and Recreation met in executive session and approved for full committee action H.J. Res. 1030 (amended), to provide for the administration and development of Pennsylvania Avenue as a national historic site.

STEEL SHIPPING CONTAINERS

Committee on Interstate and Foreign Commerce: Met in executive session and ordered reported favorably to the House H.R. 6775 (amended), to prohibit the introduction into interstate commerce of any shipping container manufactured in the United States from imported steel unless the container is marked so as to indicate the country of origin of the steel.

Also considered H.R. 13286, and related bills, to amend the Communications Act of 1934 to authorize the Federal Communications Commission to issue rules

and regulations with respect to community antenna systems. No final action was taken.

CIVIL RIGHTS

Committee on the Judiciary: Subcommittee No. 5 continued hearings on civil rights legislation. Testimony was heard from Representatives Horton and Reid of New York; and public witnesses. Statements for the record were submitted by Representatives Mink and Bingham.

FEDERAL-AID HIGHWAY ACT

Committee on Public Works: Subcommittee on Roads met in executive session and approved for full committee action a substitute for H.R. 14359, to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the U.S. Code.

FEDERAL UNEMPLOYMENT BENEFITS

Committee on Ways and Means: Met in executive session and continued on H.R. 8282, the Federal unemployment benefits program. No final action was taken.

Joint Committee Meetings

JOB VACANCY DATA

Joint Economic Committee: Subcommittee on Economic Statistics began hearings with regard to the feasibility of regular collection and reporting of job vacancy statistics and their potential usefulness in formulating manpower policy at the local and national levels. Witnesses heard were Arthur M. Ross, Commissioner, Bureau of Labor Statistics, and Frank Cassell and Vladimir Chayrid, both of the U.S. Employment Service, all of the Department of Labor.

Hearings continue tomorrow.

ECONOMIC STABILIZATION

Joint Economic Committee: Subcommittee on Fiscal Policy met in executive session to consider a draft of its report resulting from a series of hearings held in this session of Congress on the possible need for and design of temporary tax changes for economic stabilization.

Subcommittee made no announcements and recessed subject to call.

ORGANIZATION OF CONGRESS

Joint Committee on the Organization of Congress: Committee, in executive session, continued its consideration of various proposals for changes in organization of the Congress, but made no announcements, and recessed subject to call.

APPROPRIATIONS—INTERIOR

Conferees, in executive session, agreed to file a conference report on the differences between the Senate and

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
TO BE QUOTED OR CITED)

Issued May 19, 1966
For actions of May 18, 1966
89th 2nd; No. 82

CONTENTS

Animal research.....	30	Food for freedom.....	5	Peanut butter.....	16
Appropriations.....	1	Forest Service.....	1	Personnel.....	34
Budget.....	20	Forestry.....	12	Postal rates.....	3
CCC.....	23	Heptonoic acid.....	24	Poverty.....	6
Chicory.....	24	Household effects.....	24	Public works.....	31
Conservation.....	8	Inflation.....	10	REA.....	36
Corkboard.....	24	Information.....	11	Recreation.....	9,21
Cotton.....	25,26	Lands.....	22	Research.....	13,30
Dairy farmer.....	19,33	Loan pools.....	2	River basin.....	13
Dairy imports.....	33	Meat imports.....	15	Roads.....	7
Disaster relief.....	25,35	Military construction...	23	Soybeans.....	25
Electrification.....	36	Opinion poll.....	17	Stockpiling.....	4
Farm prices.....	27	Parity prices.....	28	Tariff.....	24
Farm program.....	14,29	Participation sales.....	2	Water pollution.....	32

HIGHLIGHTS: House agreed to conference report on Interior appropriation bill, including Forest Service. House passed participation sales bill. House committee voted to report food-for-freedom bill.

HOUSE

1. APPROPRIATIONS. Agreed to the conference report on H. R. 14215, the Interior and related agencies appropriation bill, including Forest Service. (pp. 10378-82). See Digest 81 for a table reflecting the action of the conferees.
2. PARTICIPATION SALES. Passed with an amendment (to substitute the language of a similar bill, H. R. 14544) S. 3283, to promote private financing of credit needs and to provide for an efficient and orderly method of liquidating financial assets held by Federal credit agencies. H. R. 14544, previously passed with amendments, was tabled. pp. 10382-413

3. POSTAL RATES. The Post Office and Civil Service Committee reported without amendment H. R. 14904, to revise postal rates on certain fourth-class mail (H. Rept. 1543). p. 10459
4. STOCKPILING. Passed without amendment H. R. 13769, to authorize the disposal of cordage fiber (sisal) from the national stockpile. p. 10414
5. FOOD FOR FREEDOM. The Agriculture Committee voted to report (but did not actually report) H. R. 14929, amended, to promote international trade in agricultural commodities, to combat hunger and malnutrition, and to further economic development. p. D432
6. POVERTY. The Education and Labor Committee voted to report (but did not actually report) H. R. 15111, the proposed Economic Opportunity Act of 1966. p. D432
Rep. Rhodes, Pa., inserted an article, "Poverty War Does Vital Job Despite Flaws." p. 10422
7. ROADS. The Public Works Committee voted to report (but did not actually report) H. R. 14359, amended, to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways. p. D433
8. CONSERVATION. Rep. Landrum commended the progress made in Ga. through participation in sound soil and water conservation measures. pp. 10426-7
9. RECREATION. Rep. Wydler protested the proposed building of two dams in the Grand Canyon. pp. 10429-30
10. INFLATION. Rep. Curtis inserted two articles taking "a highly critical look at the administration's policy to deal with inflation." pp. 10435-6
11. INFORMATION. Rep. Rhodes, Ariz., inserted the Republican Policy Committee statement urging enactment of the freedom of information bill. pp. 10437-8
12. FORESTRY. Rep. George W. Andrews commended the running of the first forestry special train in Ala. carrying top forestry, governmental, and industrial leaders to a field forestry demonstration. pp. 10442-4
13. RESEARCH. Received from Interior a proposed bill to authorize that Department to contract for scientific and technological research; to Interior and Insular Affairs Committee.

ITEMS IN APPENDIX

14. FARM PROGRAM. Rep. Tunney inserted Lionel Steinberg's statement on Calif. agriculture on the occasion of the visit of Under Secretary Schnittker. pp. A2677-8
15. MEAT IMPORTS. Extension of remarks of Rep. Berry expressing "great alarm and fear" on the rapidly increasing meat imports. p. A2681
16. PEANUT BUTTER. Extension of remarks of Rep. O'Neal, Ga., calling attention to the nutritious value of peanut butter "the most important food in the school lunch program", and inserting an article, "Youngsters Cling to Peanut Butter." p. A2682

to authorize the Federal Communications Commission to issue rules and regulations with respect to community antenna systems. No announcements were made.

PRIVATE IMMIGRATION BILLS

Committee on the Judiciary: Subcommittee No. 1 met in executive session and acted on several private immigration bills.

PRIVATE CLAIMS BILLS

Committee on the Judiciary: Subcommittee No. 2 met in executive session and acted on several private claims bills.

CIVIL RIGHTS

Committee on the Judiciary: Subcommittee No. 5 continued hearings on civil rights legislation. Testimony was heard from public witnesses.

SHIPPING POLICY REVIEW

Committee on Merchant Marine and Fisheries: Subcommittee on Merchant Marine continued hearings on the shipping policy review. Testimony was heard from a public witness.

MAIL BY TRUCK

Committee on Post Office and Civil Service: Subcommittee on Postal Operations held a hearing on H.R. 13925, regarding transportation of mail by railroad and regulated motor carrier. Testimony was heard from public witnesses.

FEDERAL-AID HIGHWAY ACT

Committee on Public Works: Met in executive session and ordered reported favorably to the House H.R. 14359 (amended), to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code.

NARCOTIC ADDICTION

Committee on Rules: Granted an open rule with 3 hours of debate on H.R. 9167, regarding narcotic addict rehabilitation.

ARMED SERVICES APPROPRIATIONS

Committee on Rules: Granted 4 hours of debate on and waiving points of order against S. 2950, the Armed Services appropriation authorization.

LIBRARY SERVICES-CONSTRUCTION

Committee on Rules: Held a hearing on H.R. 14050, the Library Services and Construction Act. No final action was taken.

RIVERS AND HARBORS ACT

Committee on Rules: Held a hearing on H.R. 13313, the Rivers and Harbors Act. No final action was taken.

FEDERAL UNEMPLOYMENT BENEFITS

Committee on Ways and Means: Met in executive session and ordered reported favorably to the House H.R. 15119, a clean bill, the Federal unemployment benefits program.

Joint Committee Meetings

JOB VACANCY DATA

Joint Economic Committee: Subcommittee on Economic Statistics continued its hearings with regard to the feasibility of regular collection and reporting of job vacancy statistics and their potential usefulness in formulating manpower policy at the local and national levels. Witnesses heard were Nathaniel Goldfinger, director, Research Department, AFL-CIO; and Daniel Creamer, manager, and John G. Myers, Special Projects Department, both of the National Industrial Conference Board.

Hearings were adjourned subject to call.

ORGANIZATION OF CONGRESS

Joint Committee on the Organization of Congress: Committee, in executive session, continued its consideration of various proposals for changes in organization of the Congress, but made no announcements, and recessed subject to call.

COMMITTEE MEETINGS FOR THURSDAY, MAY 19

(All meetings are open unless otherwise designated)

Senate

Committee on Appropriations, executive, to mark up H.R. 14266, Treasury, Post Office, Executive Office appropriations for fiscal 1967, 10 a.m., 1223 New Senate Office Building.

Subcommittee, on H.R. 14921, independent offices appropriations for fiscal 1967, 11 a.m. and 2 p.m., room S-128, Capitol.

Committee on Armed Services, executive, on S. 3105, military construction authorizations for fiscal 1967, and on nominations, 2 p.m., 212 Old Senate Office Building.

Committee on Banking and Currency, Subcommittee on Financial Institutions, on S. 3158, proposed Financial Institutions Supervisory Act, 10 a.m., 5302 New Senate Office Building.

Committee on Commerce, Merchant Marine and Fisheries Subcommittee, on S. 2218, to establish a contiguous fishery zone beyond the territorial sea of the U.S., 9:30 a.m., 5110 New Senate Office Building.

Committee on Government Operations, to continue hearings on S. 3010, to establish at the Cabinet level a Department of Transportation, 10 a.m., 3302 New Senate Office Building.

Next meeting of the SENATE
12:00 noon, Thursday, May 19

Subcommittee on National Security and International Operations, to continue its hearings on NATO, to hear Dr. Thomas C. Schelling, professor of economics, Harvard University, and Dr. Malcolm W. Hoag, senior staff member, Rand Corp., 10 a.m., 3110 New Senate Office Building.

Committee on Interior and Insular Affairs, Parks and Recreation Subcommittee, open followed by executive, on S. 3007, Chamizal National Memorial, Tex.; and S. 3071, preservation of certain lands in Prince Georges and Charles Counties, Md., 10 a.m., 3112 New Senate Office Building.

Committee on the Judiciary, Juvenile Delinquency Subcommittee, to resume hearings on S. 2152, proposed Narcotic Addict Rehabilitation Act, and on the increasing use by young people of the drug LSD, 10 a.m., 318 Old Senate Office Building.

Internal Security Subcommittee, on S. 3243, restricting certain areas from travel by U.S. citizens, 10:30 a.m., 2228 New Senate Office Building.

Committee on Labor and Public Welfare, Special Subcommittee, executive, on S. 2439, authorizing establishment of programs of education, training, and research in the marine sciences, 10 a.m., 4232 New Senate Office Building.

Committee on Public Works, executive, on S. 3052, proposed Highway Safety Act of 1966, 9:30 a.m., 4110 New Senate Office Building;

Subcommittee on Roads, to continue its hearings on S. 3155, proposed Federal-Aid Highway Act of 1966, 11 a.m., 4200 New Senate Office Building.

Select Committee on Small Business, to continue hearings on the exporting of livestock products, 10 a.m., 457 Old Senate Office Building.

House

Committee on Banking and Currency, to continue consideration of H.R. 14026, to prohibit insured banks from issuing negotiable interest-bearing or discounted notes, certificates of deposit, or other evidences of indebtedness, 10 a.m., 2128 Rayburn House Office Building.

Committee on the District of Columbia, executive, on pending legislation, 11 a.m., 1310 Longworth House Office Building.

Next meeting of the HOUSE OF REPRESENTATIVES
12:00 noon, Thursday, May 19

Committee on Government Operations, Subcommittee on Executive and Legislative Reorganization, to continue consideration of H.R. 13200, to create a Department of Transportation, 10 a.m., 2154 Rayburn House Office Building.

Committee on Interior and Insular Affairs, Subcommittee on Irrigation and Reclamation, executive, to continue the markup of H.R. 4671, and related bills, to authorize the construction, operation, and maintenance of the Lower Colorado River Basin project; H.R. 14312, to increase the authorization for appropriation for continuing work in the Missouri River Basin by the Secretary of the Interior; S. 2999, to repeal section 6 of the Southern Nevada Project Act; and H.R. 13419, to authorize the Secretary of the Interior to engage in feasibility investigations of certain water resource development proposals, 9:45 a.m., 1324 Longworth House Office Building.

Committee on the Judiciary, Subcommittee No. 2, on private claims bills, 10 a.m., 2226 Rayburn House Office Building.

Subcommittee No. 3, executive, to continue consideration of H.R. 4347, regarding copyright law revision, 10 a.m., 2237 Rayburn House Office Building.

Subcommittee No. 5, to continue consideration of civil rights legislation, 9 a.m., 2141 Rayburn House Office Building.

Committee on Merchant Marine and Fisheries, Subcommittee on Merchant Marine, to continue consideration of national shipping problems, 10 a.m., 1334 Longworth House Office Building.

Committee on Ways and Means, executive, to consider H.R. 10, to amend the provision of self-employed individuals tax retirement act of 1962, 10 a.m., committee room, Longworth House Office Building.

Select Committee on Small Business, Subcommittee on Activities of Regulatory and Enforcement Agencies Relating to Small Business, to continue consideration of problems within industries regulated by the Federal Communications Commission, 10 a.m., B-374 Rayburn House Office Building.

Joint Committee

Joint Economic Committee, Subcommittee on Federal Procurement and Regulation, to resume its hearings on discriminatory ocean freight rates, 10 a.m., room AE-1, Capitol.



Congressional Record

appropriate provisions of Title 44, United States Code, and published for each day that one or both Houses are in session, excepting very infrequent instances when two or more unusually small consecutive issues are printed at one time. ¶ The Congressional Record will be furnished by mail to subscribers, free of postage, for \$1.50 per month, payable in advance. Remit check or money order, made payable to the Superintendent of Documents, directly to the Government Printing Office, Washington, D.C., 20402. For subscription purposes, 20 daily issues constitute a month. The charge for individual copies varies in proportion to the size of the issue. ¶ Following each session of Congress, the daily Congressional Record is revised, printed, permanently bound and is sold by the Superintendent of Documents in individual parts or by sets. ¶ With the exception of copyrighted articles, there are no restrictions on the republication of material from the Congressional Record.

The public proceedings of each House of Congress, as reported by the Official Reporters thereof, are printed pursuant to directions of the Joint Committee on Printing as authorized by the House of Representatives. The public proceedings of each House of Congress, as reported by the Official Reporters thereof, are printed pursuant to directions of the Joint Committee on Printing as authorized by the House of Representatives.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued June 24, 1966
For actions of June 23, 1966
89th-2nd; No. 103

CONTENTS

Adjournment.....24	Fish protein.....2	Roads.....6
Air pollution.....5	Food prices.....28	School milk.....9
Animal research.....13,16	Foreign aid.....15	Screw-worm.....4
Area redevelopment.....32	Foreign trade.....10	Tariff.....14,33
Balance-of-payments.....8	Housing.....31,34	Technology.....27
Banking.....17	Livestock marketing.....21	Transportation.....7
Community development...18	Loans.....36	Vehicles.....3
Cooperatives.....21	Milk.....9	Water pollution.....5
Defense production.....1	Ombudsman.....12	Water resources.....23
Drought.....30	Postal service.....25	Watersheds.....19,20
Economics.....26	Poverty.....35	Wheat.....37
Education.....29	Recreation.....20	
Farm program.....11	Research.....13,16,22,27	

HIGHLIGHTS: Senate subcommittee approved screw-worm eradication bill. House committee reported foreign aid authorization bill. Rep. Dole criticized administration's alleged holding of watershed applications. House committee voted to report community development districts bill. Rep. Ullman introduced and discussed bill requiring USDA report on import and export of agricultural commodities. Sen. Holland introduced and discussed measure to remove certain agricultural products from consideration for tariff reductions.

SENATE

1. **DEFENSE PRODUCTION.** The Banking and Currency Committee reported without amendment H. R. 14025, to extend the Defense Production Act of 1950 (S. Rept. 1303). p. 13422
2. **FISH PROTEIN.** The Commerce Committee reported with amendments S. 2720, authorizing programs to develop practicable means for the production of fish protein concentrate (S. Rept. 1304). p. 13422

3. VEHICLES. The Commerce Committee reported with amendments S. 3005, to establish motor vehicle safety standards (S. Rept. 1301) (p. 13422), and the bill was made the pending business of the Senate (p. 13534).
4. SCREW-WORM. A subcommittee of the Agriculture and Forestry Committee approved for full committee consideration S. 3325, to authorize this Department to cooperate in screw-worm eradication in Mexico. p. D564
5. WATER AND AIR POLLUTION. The Public Works Committee voted to report (but did not actually report) with amendments S. 2947, to improve and make more effective certain programs under the Federal Water Pollution Control Act; and S. 3112, authorizing grants under the Clean Air Act for maintenance of air pollution control programs. p. D564
Several Senators were added as cosponsors to S. 3112, to amend the Clean Air Act. p. 13422
Sen. Bartlett expressed concern over "radioactive contamination and pollution" of air and water and inserted articles on the subject. pp. 13411-21
6. ROADS. Sen. Yarborough submitted and discussed an amendment to S. 3155, the road authorization bill, that maximum effort should be made in carrying out the provisions of the Federal-aid highway program to preserve parklands and historic sites. pp. 13430-1
7. TRANSPORTATION. Sen. Young, Ohio, spoke "strongly opposing recent attempts to increase tolls on the St. Lawrence Seaway," and inserted an editorial on the subject. p. 13433
8. BALANCE-OF-PAYMENTS. Sen. Dirksen commended and inserted several articles discussing a balance-of-payments report prepared by the International Economic Policy Association. pp. 13442-7
9. MILK. Sen. Proxmire urged early enactment of legislation extending the school milk program and expressed the hope that "the program gets \$115 million in this year's agriculture appropriations bill." p. 13447
Sen. Boggs inserted an article, "Washington Background: Federal Controls at a Snail's Pace," on the "problems caused by the Department of Agriculture's delay in reaching a decision involving possible changes in the Delaware Valley milk marketing order." pp. 13458-9
10. FOREIGN TRADE. Sen. Thurmond inserted a Reader's Digest article, "Should We Be Trading With the Reds?" pp. 13456-7
Sen. Burdick noted that "Canadian farmers will receive an estimated \$800 million for their wheat shipped to Russia over the next 3 years," criticized the U. S. wheat shipping restriction and inserted an article, "Against the U. S. Grain." p. 13467
11. FARM PROGRAM. Sen. Young, N. Dak., inserted two speeches by Sen. Allott on the "problems" of farmers and ranchers. pp. 13461-5
12. OMBUDSMAN. Sen. Long, Mo., inserted a report advocating the adoption by the U. S. of the "ombudsman idea," an administrative counsel of the Congress. pp. 13465-6

89TH CONGRESS
2D SESSION

S. 3155

IN THE SENATE OF THE UNITED STATES

JUNE 23, 1966

Referred to the Committee on Public Works and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. YARBOROUGH to S. 3155, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, viz: At the end of the bill insert a new section as follows:

1 PRESERVATION OF PARKLANDS

2 SEC. 8. (a) Chapter 1 of title 23 of the United States
3 Code is amended by inserting at the end thereof a new sec-
4 tion as follows:

5 “§ 137. **Preservation of parklands**

6 “It is hereby declared to be the national policy that in
7 carrying out the provisions of this title maximum effort should

1 be made to preserve Federal, State, and local government
2 parklands and historic sites and the beauty and historic
3 value of such lands and sites. The Secretary shall cooperate
4 with the States in developing highway plans and programs
5 which carry out such policy. After July 1, 1968, the Sec-
6 retary shall not approve under section 105 of this title any
7 program for a project which requires the use for such proj-
8 ect of any land from a Federal, State, or local government
9 park or historic site unless (1) there is no feasible alterna-
10 tive to the use of such land, (2) such program includes all
11 possible planning to minimize any harm to such park or
12 site resulting from such use, and (3) where possible and
13 appropriate substitute land will be provided for such park or
14 site. Any additional project costs incurred for the purpose
15 of acquiring any such substitute lands shall be considered
16 to be included in 'costs of rights-of-way' for the purposes
17 of this title."

18 (b) The analysis of such chapter is amended by adding
19 at the end thereof the following:

"137. Preservation of parklands."

S. 3155

AMENDMENT

Intended to be proposed by Mr. YARBOROUGH to S. 3155, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

JUNE 23, 1966

Referred to the Committee on Public Works and
ordered to be printed

that have been or are about to be implemented either by legislation or administrative action are of deep concern to all agricultural interests.

The first of the adverse actions that affected the fruit and vegetable growing in my State, was the virtual elimination of imported workers who prior to 1965 had been brought into the State under appropriate regulations to help in the growing and harvesting of various crops. Severe hardship was caused by the precipitate manner of the cutoff and the inflexibility of the Department of Labor in acceding to emergency needs.

The second dark cloud is in the form of the pending minimum wage bill with its provisions for extended coverage of farmworkers.

Already there have been outcries from the public against the rise in food prices in this country since a year ago. I have reliable reports to the effect that farm wages in Florida have risen some 20 to 40 percent since last year in efforts to attract additional domestic labor. At the same time, the growers have been plagued with a higher labor turnover and lower productivity per man-day or man-week.

The overall net effect has been to increase the cost of production and to stimulate imports. Not only have imports increased but acreage devoted to fruit and vegetable crops in Mexico and the Caribbean Islands and Central America has been rising sharply.

As if this were not enough to bring discouragement to Florida growers or to lure them to offshore plantings of their own, the tariff on fruits and vegetables under the so-called Kennedy round, which is under negotiation in Geneva, might be reduced a full 50 percent across the board with a bare minimum of exceptions.

Mr. President, I confess to an inability to understand the reason for this triple assault on the fruit and vegetable industry. What has this industry done to incur so high a degree of hostility from our Government and administrative officials? I believe that it is imperative if our fruit and vegetable industry is to survive that these policies be reviewed in the light of their effects on this branch of agriculture that is so important to the consumer health of this country.

Florida is the source of a high proportion of our citrus products, in the form of oranges, grapefruit, limes, and tangerines. It also contributes heavily to the supply of tomatoes and a large variety of other vegetables such as green beans, cabbage, celery, cucumbers, strawberries, sweet corn, green peppers, and so forth. These items are all recognizable as elements of the national diet of which they are a vital constituent.

The question is threefold:

First. Are we in the United States to continue using our land resources to their best advantage in growing such crops or is an increasing part of the supply to be shifted to low-wage areas that lie close at hand across our national boundaries or offshore at no great distances?

Second. Is the American housewife to be saddled with the higher costs forced by the cutoff of imported workers and

the extension of minimum wages to farm labor, thus again increasing costs?

Third. Are we to hasten the mechanization of growing and harvesting of our crops to the point of displacing farm workers more rapidly than production expands, in feverish efforts to meet import competition?

Let me say a word about each of these three questions. As for the utilization of our land resources to their best advantage in producing fruits and vegetables, this will be greatly discouraged by strong impetus, already felt, that will send more and more dollars into farm purchase and operation in Mexico and the islands and lands in or adjacent to the Caribbean and the gulf.

In a recent report of the Foreign Agricultural Service of the U.S. Department of Agriculture—May 1966—it is estimated that planting of orange trees in Mexico has doubled in the past 5 years. Several reasons are given for this expansion, one being the "many press articles on the problems in harvesting U.S. citrus following the end of the bracero program." Another reason is given as "the need in Mexico for crops that require more hand labor than the basic field crops."

The attraction to American capital is obvious. The same report gives the minimum wages paid in various parts of Mexico per 8-hour day. For 1965-66 these are reported as \$1.72 per day on the west coast of Mexico, \$1.48 in Veracruz and \$1.42 in Montemorelos. Social security adds about 10 percent to these rates, the report says. Skilled wages are higher, it adds, but few are paid over \$3 per day.

Compare this pay with the domestic wages and we find that hourly wages on farms in Florida are nearly as high as the daily wages in Mexico.

The upsurge in citrus production—oranges and tangerines—in Mexico is illustrated by the jump of the number of trees from 14,500,000 trees in 1961 to 34,900,000 in 1966. Over half of these are concentrated in the State of Veracruz and close to water transportation to this country.

The expansion aimed at the American market is, however, not confined to citrus crops. Fresh tomato production has also climbed sharply and other vegetable products are on the upgrade. Fresh tomato exports from Mexico rose to a record high of 265 million pounds in 1965 and is estimated by our Department of Agriculture to grow from 30 to 40 percent in 1966. This estimate is supported by the import statistics during December-March 1965-66 compared with the same period in 1964-65. Imports from Mexico in poundage increased 29.5 percent in those two 4-month periods.

The trend in strawberry production in Mexico is equally alarming for our growers. Mexican production has more than doubled in the last 4 years, moving from 25,400 short tons during the 1961-62 season to 55,000 short tons during the 1965-66 season. U.S. imports of frozen strawberries have risen from 23 million pounds in 1959-61 period to 51.8 million pounds in 1965. In the first 2 months of 1966 they have been running well ahead of

1965. Meantime Mexico is pushing us out of the Canadian market.

Mr. President, what more do we need to point up the trend which I believe to be a direct result of the policies adopted by our Government toward our growers? The outlook for greater expansion in nearby countries and islands is very bright. The outlook for the American grower is proportionately bad.

The answer to my first question then is that a growing share of the American consumption of fruits and vegetables of the kind grown in Florida, with the intensive utilization of the State's land resources, will in the future shift beyond our boundaries if present policies are allowed to continue.

The second question has to do with higher costs. Unquestionably increased costs in the past year have been sufficient to denote a trend. This will be aggravated as a result of the minimum wage legislation if it is passed in its present form. Costs will rise, and this will produce two effects that will be injurious to our farm labor. One of these is feverish exertion to achieve greater mechanization of both growing and harvesting operations, thus leading to massive displacement of workers. The other will be acceleration of investment of American capital in farming operations in Mexico and the islands and other areas already mentioned. This is already well under way. It means essentially that while we have virtually cut off the access of foreign workers to our farms, we are taking our work to them on their home grounds.

This course of investment effectively circumvents the higher costs incurred in this country by the policies designed in theory to help American farm labor. Thus do we produce some bizarre effects through legislative and administrative action that refuses to be guided by the facts in the premises.

Mr. President, it seems unthinkable that on top of this evidence of rising imports and increasing farm costs in this country, it would be proposed to cut our tariffs on fruits and vegetables. Yet, under the Kennedy round, and under the ground rules agreed to in Geneva, we are committed to a 50-percent tariff cut across the board with a bare minimum of exceptions."

I must repeat that I find it difficult to believe that we should knowingly commit ourselves to such a course as I have described. Therefore, I have introduced the joint resolution, cosponsored by some of my colleagues, that would remove all agricultural products that prior to 1965 were grown or harvested with the substantial help of foreign workers admitted lawfully into this country for the purpose, from the possibility of further tariff reductions.

DESIGNATION OF YORK, PA., AS HONORARY CAPITAL OF THE UNITED STATES ON JULY 4, 1966

Mr. SCOTT. Mr. President, I submit for appropriate reference a resolution declaring that it is the sense of the Senate that on July 4, 1966, the city of York,

Pa., should be deemed to be the honorary Capital of the United States.

The idea that some means might be found to designate York Capital for a day, was originally suggested to me by York's State Senator, Robert O. Beers.

York was, in fact, our Nation's Capital when, following the British capture of Philadelphia, the Continental Congress sat there from September 30, 1777 until June 27, 1778. During that period the Continental Congress adopted the Articles of Confederation and transmitted them for ratification to the original thirteen States. News of the French Alliance, which many historians believe to have been a decisive factor in bringing our war for independence to a successful conclusion, was received by the Continental Congress in York.

York, the oldest settlement in Pennsylvania west of the Susquehanna, is now celebrating the 225th anniversary of its founding. York's 200th anniversary occurred during World War II and, because the city fathers felt that it would be inappropriate to have a celebration at that time, the celebration was officially deferred for 25 years.

The original town of York was laid out in 1741 under the authority of the members of the Penn family who were the colonial proprietors of Pennsylvania. Today, York is the center of one of the richest farming areas in the country. It is a vibrant and thriving community which produces industrial machinery, many kinds of paper, textile products, cement, lime, candy, furniture, and good cigars.

The citizens of York are conducting a series of ceremonies and events marking their anniversary. The final day of this celebration will be this July 4th, the anniversary of the Declaration of Independence.

Because of York's important role in the founding of the United States under a constitutional form of government, and in conjunction with that historic city's anniversary celebration, I believe that it would be particularly fitting for the Senate to resolve that York should be deemed honorary Capital of the United States on July 4, 1966.

The PRESIDING OFFICER. The resolution will be received and appropriately referred.

The resolution (S. Res. 279) was referred to the Committee on the Judiciary as follows:

S. RES. 279

Whereas the calendar year 1966 marks the two hundred and twenty-fifth anniversary of the establishment of the city of York, Pennsylvania; and

Whereas from time to time in this year of 1966 the citizens of York, Pennsylvania, are conducting appropriate ceremonies and events in celebration of this historic anniversary; and

Whereas the city of York, Pennsylvania, has played a significant role in the founding of the United States under a constitutional form of government; and

Whereas from September 30, 1777, until June 27, 1778, the Continental Congress sat at York, Pennsylvania; and

Whereas it was during this period that the Articles of Confederation were adopted by the Continental Congress and transmitted for ratification to the original thirteen States: Now, therefore, be it

Resolved, That the Senate hereby extends to the city of York, Pennsylvania, its most cordial greetings and felicitations upon the occasion of the two hundred and twenty-fifth anniversary of the establishment of such city; and be it further

Resolved, That it is the sense of the Senate that on July 4, 1966, the city of York, Pennsylvania, should be deemed to be the honorary Capital of the United States.

CONGRESS MUST ACT TO PRESERVE AMERICA'S PARKS FROM DESTRUCTION BY HIGHWAYS

AMENDMENT NO. 618

Mr. YARBOROUGH. Mr. President, the highway program of the United States has made a magnificent contribution to the economy of the country. It has provided the Nation with the greatest freedom of mobility of people and goods. It has ribboned the land with a magnificent network of roads, making freely accessible farm and factory, home and business, workplace and play place, providing the ultimate transportation of door-to-door service.

The work of our highway planners and engineers has been a notable achievement. State and Federal Governments have on the whole performed superbly in building the highway system. The people of the country want the highways, use them and pay for them willingly.

Yet in recent years, it must be recognized, there has arisen some sharp discontent—not with the highway system as a whole, but with a series of specific cases in which the highway threatens to become a destroyer rather than a creator, to rob assets rather than add them, to blight rather than build.

These situations have multiplied to an alarming extent and threaten the yet unfinished task of completing the kind of highway system the country needs and wants.

Up to now the highway system has moved well in the open countryside where more elbow room, less costly land rights-of-way and lower density of population have given the highway planner the opportunity to lay out modern highways with least hurt to other interests and maximum gain to all.

But the highways run up against the urban centers and metropolitan areas. What has happened is that the highway planners and engineers have tried to apply what can be well, effectively and most easily done in the open countryside, to the more heavily built-up and populated areas. They have slashed through residential neighborhoods, cut across college campuses, invaded parks and parkland.

Most of the time, they have invaded open spaces on the grounds that these are "free" spaces, despite the fact that the lands themselves have cost money, their development as parks cost more money, they have created important values of all kinds, and most important of all, they are needed by people. They are needed especially by people who have no great estates of their own, no large houses with ample grounds, no elegant and privileged country clubs.

It is ironic that at the same time the Congress has encouraged and provided

funds for the acquisition and development of parks and other open spaces, it has permitted the highway program to take away just such spaces. It hardly seems consistent to pay Paul while robbing Peter.

Now, fine statements have been made about the desirability and virtue of respecting open spaces and parks while planning highways. Yet, curiously enough, there always seem to be overriding reasons why the highway through the park is more economical, that automobiles must be taken care of no matter what else. The reality is that the statements are fine but the parks are being lost, sometimes in the face of sound if not better alternate plans and routes.

The trouble is that the highway people have no guiding policy that will not only make them respect these parklands, college campuses, and other open spaces, but give them support in avoiding them to save the precious assets of the people.

In no other time, in the great surge of a population explosion, in the vastly increased demand for facilities for the use of leisure time, in the prevention and elimination of air pollution, has there been an equal need for more rather than less park and open green space. We cannot sit idly by while parks are gobbled up.

This is not a little wayside problem. This is a crisis. The threat to the Brackenridge Park system by a highway in San Antonio, the threat to other parks and historic places elsewhere are symbolic for the whole country. To let the present situation continue will make things worse. We cannot wait until it is too late.

It is still not too late to save some dreadful situations—such as that of Brackenridge Park. The people and the future will thank us for foresight if we declare forthrightly that these parklands must be protected and saved and for making the public policy clear. The highway people too will thank us so that they can go about their business of planning and building highways and not destroying parks, college campuses, and historic treasures. The only assurance that the people of this country can be given is the word of Congress.

Therefore, I am submitting an amendment to the Federal Highway Act, S. 3155, which would declare a national policy that in carrying out the provisions of the Federal-aid highway program maximum effort should be made to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary of Commerce is authorized to cooperate with the States in developing highway plans and programs which carry out this policy. After July 1, 1968, the Secretary shall not approve any Federal-aid highway program under section 105 of title 23, United States Code, which requires the use of any land from a Federal, State, or local government park or historic site unless: First, there is no feasible alternative to the use of such land; second, the program includes all possible planning to minimize any harm to the park or site resulting from such use; and, third,

where possible and appropriate substitute land will be provided for the park or site.

This amendment is consistent with the philosophy of the Federal-aid highway program, which is a program of close Federal-State cooperation. The amendment is patterned after section 134, title 23, United States Code, which was added to the Federal Highway Act in 1962 and which requires transportation planning in urban areas of over 50,000 population.

Adding this amendment to the law will work a hardship on no one and will benefit every man, woman, and child in this country. On behalf of all who value America's parklands, I ask for its acceptance.

I ask unanimous consent that the text of the amendment be printed at the conclusion of my remarks.

The PRESIDING OFFICER. The amendment will be received, printed, and appropriately referred; and, without objection, the amendment will be printed in the RECORD.

The amendment (No. 616) was referred to the Committee on Public Works, as follows:

At the end of the bill insert a new section as follows:

"PRESERVATION OF PARKLANDS"

"SEC. 8. (a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows: "P 137. Preservation of Parklands"

"It is hereby declared to be the national policy that in carrying out the provisions of this title maximum effort should be made to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless (1) there is no feasible alternative to the use of such land, (2) such program includes all possible planning to minimize any harm to such park or site resulting from such use, and (3) where possible and appropriate substitute land will be provided for such park or site. Any additional project costs incurred for the purpose of acquiring any such substitute lands shall be considered to be included in "costs of rights-of-way" for the purpose of this title."

"(b) The analysis of such chapter is amended by adding at the end thereof the following:

"'137. Preservation of Parklands.'"

HIGHWAY SAFETY ACT OF 1966— AMENDMENTS

AMENDMENTS NOS. 617 THROUGH 619

Mr. RIBICOFF. Mr. President, I submit three amendments, intended to be proposed by me, to S. 3052, the so-called "Highway Safety Act of 1966." I stated on June 9, 1966, that a stronger Federal role in traffic safety is required than that provided in the bill reported by the Public Works Committee. Accordingly, my first amendment will restore the authorizations for sections 402 and 403 to the amounts and duration originally proposed in the bill. My second amendment authorizes \$400 million

in aid to the States for driver education and training. The third amendment provides \$36 million to assist the States in establishing and improving motor vehicle inspection facilities. I ask unanimous consent that the amendments be printed at this point in the RECORD. I plan to offer these amendments when the bill is before the Senate.

The PRESIDING OFFICER. The amendments will be received, printed, and will lie on the table; and, without objection, the amendments will be printed in the RECORD.

AMENDMENT No. 617

On page 17, line 1, strike out "and".

On page 17, line 2, immediately before the period, insert a semicolon and the following: "\$80,000,000 for the fiscal year ending June 30, 1970; \$80,000,000 for the fiscal year ending June 30, 1971; and \$100,000,000 for the fiscal year ending June 30, 1972".

On page 17, line 7, strike out "and".

On page 17, line 8, immediately before the period, insert a semicolon and the following: "\$30,000,000 for the fiscal year ending June 30, 1970; \$35,000,000 for the fiscal year ending June 30, 1971; \$40,000,000 for the fiscal year ending June 30, 1972".

AMENDMENT No. 618

On page 8, after line 16, insert after "403. Highway safety research and development," the following: "404. Grants for State motor vehicle inspection programs."

On page 12, between lines 5 and 6, insert the following new section:

"§ 404. Grants for State driver education and training programs

"(a) From sums appropriated pursuant to the Highway Safety Act of 1966 to carry out the provisions of this section for the fiscal year ending June 30, 1968, and for the four succeeding fiscal years, the Secretary is authorized to make grants to States to pay up to 50 per centum of the cost of developing, establishing, and improving programs for driver education in accordance with the provisions of this section. The Secretary shall determine the amount of the Federal share of the cost of such programs for each fiscal year based upon the funds appropriated therefor for that fiscal year and the number of participating States.

"(b) Any State desiring to participate in the grant program under this section shall submit through its State educational agency a State plan which shall—

"(1) provide for the initiation of a State program for driver education or for a significant expansion and improvement of such a program already in existence;

"(2) include provisions for the training of qualified instructors and their certification;

"(3) provide for adequate research, development, and procurement of practice driving facilities, simulators, and other similar teaching aids;

"(4) include provision for financial assistance by the State to institutions of higher education for research in driver education testing, curriculum, and methods of instruction;

"(5) provide that the State will pay from non-Federal sources the cost of such program in excess of amounts received under this section;

"(6) provide adequate State supervision and administration of such driver education;

"(7) provide that the State agency will make such reports, in such form and containing such information as the Secretary may require; and

"(8) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and ac-

counting of funds received under this section.

"(c) Prior to prescribing regulations under this section the Secretary shall consult with the Secretary of Health, Education and Welfare.

"(d) The Secretary shall approve any State plan and any modification thereof which complies with the provisions of subsection (b).

"(e) For the purpose of this section, the term 'State educational agency' means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the governor or by State law."

On page 17, between lines 11 and 12, insert the following new sections:

"Sec. 105. For the purpose of carrying out section 404 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$60,000,000 for the fiscal year ending June 30, 1968, \$70,000,000 for the fiscal year ending June 30, 1969, and \$90,000,000 for each of the three succeeding fiscal years."

On page 17, line 12, strike out "Sec. 105" and substitute "Sec. 106", and redesignate the succeeding sections accordingly.

AMENDMENT No. 619

On page 8, after line 16, insert after

"403. Highway safety research and development."

the following:

"404. Grants for State motor vehicle inspection programs."

On page 12, between lines 5 and 6, insert the following new section:

"§ 404. Grants for State motor vehicle inspection programs

"(a) From sums appropriated pursuant to the Highway Safety Act of 1966 to carry out the provisions of this section for the fiscal year ending June 30, 1968, and for the four succeeding fiscal years, the Secretary is authorized to make grants to States to pay up to 20 per centum of the cost for the establishment or improvement of State programs for motor vehicle inspection in accordance with the provisions of this section. The Secretary shall determine the amount of the Federal share of the cost of such programs for each fiscal year based upon the funds appropriated therefor for that fiscal year and the number of participating States.

"(b) Any State desiring to participate in the grant program under this section shall designate or create an appropriate State agency for the purpose of this section, and submit, through such State agency, a State plan which shall—

"(1) set forth a program for establishing, or improving (in the case of a State which already has in operation a State administered motor vehicle inspection program), State supervised motor vehicle inspection at garages or other suitable facilities certified by the State for that purpose;

"(2) agree to accept and apply such minimum standards for highway traffic safety with respect to inspection as the Secretary shall by regulation prescribe;

"(3) provide that the State will pay from non-Federal sources the cost of such program in excess of amounts received under this section;

"(4) set forth provisions for the financing of such plan without Federal assistance beginning with the fiscal year ending June 30, 1973;

"(5) contain satisfactory evidence that the State agency will adequately supervise such program;

"(6) provide that the State agency will make such reports, in such form and containing such information as the Secretary may require; and

(7) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting of funds received under this section.

"(c) The Secretary shall approve any State plan and any modification thereof which complies with the provisions of subsection (b)."

On page 17, between lines 11 and 12, insert the following new section:

"Sec. 105. For the purpose of carrying out section 404 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$5,000,000 for the fiscal year ending June 30, 1968, \$7,000,000 for the fiscal year ending June 30, 1969 and for the fiscal year ending June 30, 1970, \$8,000,000 for the fiscal year ending June 30, 1971, and \$9,000,000 for the fiscal year ending June 30, 1972."

On page 17, line 12, strike out "Sec. 105" and substitute "Sec. 106", and redesignate the succeeding sections accordingly.

ADDITIONAL COSPONSORS OF BILL

Mr. MANSFIELD. Mr. President, at its next printing, I ask unanimous consent that my name and the names of Senators BOGGS, FONG, GRIFFIN, GRUENING, INOUE, METCALF, MONTTOYA, MURPHY, PEARSON, and YOUNG of Ohio be added as cosponsors of the bill (S. 3112) to amend the Clean Air Act so as to authorize grants to air pollution control agencies for maintenance of air pollution control programs in addition to present authority for grants to develop, establish, or improve such programs; make the use of appropriations under the act more flexible by consolidating the appropriation authorizations under the act and deleting the provision limiting the total of grants for support of air pollution control programs to 20 percent of the total appropriation for any year; extend the duration of the programs authorized by the act; and for other purposes.

The PRESIDING OFFICER. Without objection, it is so ordered.

ADDITIONAL COSPONSORS OF BILLS

Under authority of the orders of the Senate, as indicated below, the following names have been added as additional cosponsors for the following bills:

Authority of June 7, 1966:

S. 3475. A bill to abolish the office of United States commissioner, to establish in place thereof within the judicial branch of the Government the offices of United States magistrate and deputy United States magistrate, and for other purposes: Mr. BAYH, Mr. BENNETT, Mr. BREWSTER, Mr. DOUGLAS, Mr. ERVIN, Mr. KENNEDY of Massachusetts, Mr. LONG of Missouri, and Mr. MOSS.

Authority of June 8, 1966:

S. 3482. A bill to enlarge the home mortgage purchase authority which the Federal National Mortgage Association may exercise in its secondary market operations by increasing the amount of preferred stock which such Association may issue for delivery to the Secretary of the Treasury: Mr. BENNETT, and Mr. COOPER.

NOTICE CONCERNING NOMINATION BEFORE COMMITTEE ON THE JUDICIARY

Mr. EASTLAND. Mr. President, the following nomination has been referred

to and is now pending before the Committee on the Judiciary:

Ben Hardeman, of Alabama, to be U.S. attorney, middle district of Alabama, term of 4 years—reappointment.

On behalf of the Committee on the Judiciary, notice is hereby given to all persons interested in this nomination to file with the committee, in writing, on or before Thursday, June 30, 1966, any representations or objections they may wish to present concerning the above nomination, with a further statement whether it is their intention to appear at any hearing which may be scheduled.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. BYRD of West Virginia:

Speech by Birny Mason, Jr., chairman of the board, Union Carbide Corp., entitled "Industrial Development of West Virginia," delivered before the Governor's Conference on Industrial Development in West Virginia, on June 2, 1966, at Morgantown, W. Va.

THE MILITARY JUNTA IN SOUTH VIETNAM

Mr. YOUNG of Ohio. Mr. President, in Parade, which is the Sunday magazine section of the Washington Post and many other newspapers of our Nation, there was a very important and very interesting item in the June 19, 1966, issue, an item startling in character. In an article the question was asked:

The 10 generals who govern Vietnam with Nguyen Cao Ky at the head—can you tell me how many of them fought the French?

The answer given was:

Of the 10 generals in the junta, only one joined the Viet Minh resistance movement against the French in 1945. He is Lt. Gen. Phan Xuan Chieu, popularly recognized in Saigon as the only junta member who fought to free his country from French colonial rule. The other nine either fought on the side of the French or took training in French military schools during the Vietnamese war against the French from 1945 to 1954.

General Ky, the present Prime Minister, spent most of those years out of his country, learning to fly in French Air Force schools. In Vietnam, the Vietnamese forces fought the Japanese until the end of World War II. Then, the French colonial oppressors, who had governed Indochina for many years reinstated themselves in Vietnam, Laos, and Cambodia, and sought to continue their oppressive colonial rule. The Vietnamese, from 1945 to 1954 waged a war of liberation against the French.

It is startling to Americans to learn that of the 10 generals we are now supporting in Saigon, 9 of them fought alongside the French colonial power at that time against the liberation of Vietnam.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. YOUNG of Ohio. I ask unanimous consent to proceed for 3 additional minutes.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. YOUNG of Ohio. In other words, we Americans, who like to regard ourselves as the most revolutionary nation in the world, have become, it seems, the most unrevolutionary in nature. The generals with whom we are associated and are supporting and keeping in power in Saigon were the Tories of that day, and we are aiding and abetting them at this time. That fact is further evidenced that there is a civil war raging in Vietnam, and the National Liberation Front, which led the fight for freedom from 1946 on, is still fighting for the freedom of Vietnam as they see it.

This is further evidence that we are involved in a miserable civil war in Vietnam, which has little or no strategic or economic importance to the defense of the United States.

In 1954 12,000 of the French forces surrendered to the Viet Minh at Dienbienphu on May 7. Then, following that, in September the French withdrew their 240,000 men from Vietnam. The battle at Dienbienphu did not do it; they had been bled white over a period of 8 years. We are not being bled white, but we are spending from \$1 to \$2 billion each month intervening in that war in Vietnam, and the prospect of victory does not seem any brighter than when we committed ourselves to this messy civil war 10,000 miles from our shores.

The Vietminh who waged guerrilla warfare for the liberation of Vietnam and what is now Cambodia and Laos from 1946 to September 1954 came from all areas of Vietnam. Historically, there is no North nor South Vietnam. The demarcation line at the 17th parallel effected by the Geneva Accords was supposed to be temporary pending elections to be held in 1956 throughout all Vietnam. These were called off by our puppet head of state in Saigon, Diem, with the approval of Secretary of State John Foster Dulles.

In the 8 years of struggle for freedom waged against the French colonial oppressors thousands of Vietnamese fought alongside the French against many thousand Vietnamese fighters who were then called Vietminh. Those who allied themselves with the French were the Tories of that time. In recent years the Vietminh have been termed the Vietcong. Many of them now as then are members of the National Liberation Front. Those who had fought alongside the French moved south of the 17th parallel settling in what is called South Vietnam. Thousands of those from the southern area of Vietnam who had fought with the Vietminh against the French likewise settled in the north.

Prime Minister Ky has announced elections in South Vietnam for early this fall. These elections are for the purpose of electing an assembly to draft a constitution. It is noteworthy that in more than a year since Ky was selected by the generals as Prime Minister he never spoke out nor took any step toward elections until the conference with our President at Honolulu earlier this year. It is said he proposes that no Vietcong, or suspected Vietcong sympathizers and also

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued July 13, 1966
For actions of July 12, 1966
89th-2nd; No. 110

CONTENTS

Agricultural appropriations.....1	Intergovernmental relations.....23	Recreation.....10,26
Air pollution.....3,19	Labeling.....22,36	Research.....15,21
Appropriations.....1	Lands.....18,37	Roads.....6
Child nutrition.....4	Livestock.....13	School lunch.....4
Commodity programs.....32	Loans.....32	Screw-worm.....15
Demonstration cities.....25	Moving expenses.....11	Social security.....38
Economy.....9	Nonfat dry milk.....39	Special milk.....1
Education.....12,35	Parity prices.....14	Station transfers.....11
Farmers.....29	Pay.....16	Truth-in-packaging...22,36
Fish proteins.....34	Personnel.....16,28,38	Water pollution.....5,19
Food irradiation.....21	Pesticides.....33	Water for peace.....8
Food programs.....4	Poverty.....24	Water resources.....2
Foreign aid.....7,17,31	Processors' loans.....32	Watersheds.....30
Historic sites.....10	Reclamation.....20	Wheat.....31
		World hunger.....27

HIGHLIGHTS: Senate committee reported agricultural appropriation bill. Senate passed child nutrition bill. House debated foreign aid authorization bill. House agreed to Senate amendments to screw-worm eradication bill. House agreed to Senate amendments to pay bill.

SENATE

1. AGRICULTURAL APPROPRIATION BILL, 1967. The Appropriations Committee reported with amendments this bill, H. R. 14596 (S. Rept. 1370) (p. 14512). Attached to this Digest is the committee report, which includes a statement of committee actions. Sen. Proxmire expressed disappointment in the appropriation for the special milk program and stated that he is contemplating asking for an amendment to provide \$110 million for this program (p. 14541).

2. WATER RESOURCES. Passed as reported S. 3034, to authorize feasibility studies of certain potential Federal reclamation projects in 17 Western States. pp. 14561-70
3. AIR POLLUTION. Passed as reported, 80-0, S. 3112, the proposed Clean Air Act Amendments of 1966. Sen. Muskie stated that "The primary purposes of the bill are to consolidate appropriation authorizations in the Clean Air Act and to authorize funds to continue the program through 1969." pp. 14570-84
4. CHILD NUTRITION. Passed as reported, 76-0, S. 3467, the child nutrition bill. Rejected, 37-42, an amendment by Sen. Ribicoff to establish a special summer lunch program (pp. 14584-6, 14589-609). The bill, with the committee amendment, would amend the National School Lunch Act by adding provisions for:
 - "(1) A special milk program for fiscal years 1967, 1968, 1969, and 1970...
 - "(2) A pilot breakfast program for fiscal years 1967 and 1968 in schools drawing attendance from poor economic areas and in schools to which the children must travel long distances...
 - "(3) A permanent program for nonfood assistance to schools drawing attendance from areas in which poor economic conditions exist...; and
 - "(4) General administration..., including provision for--
 - (A) appropriation of funds to assist State educational agencies, when necessary, in administering additional activities...;
 - (B) authorizing the Secretary to extend school feeding programs under the act to include preschool programs operated as part of the school system; and
 - (C) centralization in the Department of Agriculture of the administration of Federal programs to assist school feeding programs."
5. WATER POLLUTION. Began debate on S. 2947, to amend the Federal Water Pollution Control Act in order to improve and make more effective certain programs pursuant to such Act. pp. 14610-14
6. ROADS. A subcommittee of the Public Works Committee approved for full committee consideration with amendments S. 3155, the proposed Federal-Aid Highway Act of 1966. p. 14610
7. FOREIGN AID. Sen. Javits discussed and submitted an amendment to S. 3584, the foreign aid authorization bill, which "would propose an across-the-board, 2-year authorization for the economic aid portion of the foreign aid bill." pp. 14527-8
8. WATER FOR PEACE. Sen. Moss commended the provisions of S. J. Res. 167, to organize and hold an International Conference on Water for Peace and asked that his name be added as a cosponsor. pp. 14529-30
9. ECONOMY. Sen. Proxmire spoke in opposition to any tax increase at this time. p. 14530
 - Sen. Proxmire criticized the "spiraling" interest rates and inserted excerpts from the Wall Street Journal on the subject. pp. 14534-7

July 18, 1966

14. TOBACCO; HEALTH. Sen. Moss inserted an article describing an experiment which he called "the most recent evidence that cigarette smoking causes lung damage." p. 15278

HOUSE

15. HOUSING. The Banking and Currency Committee reported during adjournment July 15, H. R. 15890, with amendment, the city demonstration program bill (H. Rept. 1699 and accompanying document H. Rept. 1699, Pt. II). p. 15247
16. TRANSPORTATION. The Government Operations Committee reported July 15 during adjournment, H. R. 15963, with amendments, to establish a Department of Transportation (H. Rept. 1701). p. 15247
17. HIGHWAYS. The Public Works Committee reported with amendment H. R. 14359, to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways (H. Rept. 1704). p. 15247
18. LANDS. A subcommittee of the Interior and Insular Affairs Committee approved for full Committee action, H. R. 13955, amended, to authorize the Secretary of the Interior to grant patents to certain lands under the provisions of the Color of Title Act. p. D634
19. WATER RESOURCES. Passed with amendment S. 3034, to authorize feasibility studies of certain potential Federal reclamation projects in 17 Western States. H. R. 13419, a similar bill, was tabled. pp. 15193-15201
20. FARM CREDIT. Passed as reported S. 2822, to amend various provisions of the laws administered by the Farm Credit Administration to improve operations thereunder. pp. 15201-2
21. WATER POLLUTION. Rep. Vanik commended and inserted Cleveland, Ohio, Mayor Locher's testimony before the Public Works Committee on the proposed Federal Water Pollution Control Amendments of 1966. pp. 15243-6
22. FOREIGN AID. Rep. Reuss discussed the needs and problems of agricultural development in Latin America and urged U. S. leadership through the Inter-American Development Bank as a means to meet the Latin American "food crisis." pp. 15220-2

ITEMS IN APPENDIX

23. FEDERAL-STATE RELATIONS. Sen. Javits inserted an analysis on the problem of Federal-State-local relations. pp. A3749-50
24. POVERTY. Rep. Cederberg inserted an article, "Poverty Aid Can Be Embarrassing." p. A3751
- Extension of remarks of Rep. Jones, Ala., assessing the "real record" of the war on poverty and inserting an article. pp. A3758-9
- Extension of remarks of Rep. Carter commending the resource development action in Appalachia. p. A3760
- Extension of remarks of Rep. Quillen stating that "...bureaucracy and politics are dangerously stifling any attempts at concrete and useful advances" of the poverty program. p. A3763

25. RECREATION. Extension of remarks of Rep. Johnson, Calif., commenting on some of the problems in acquiring lands for parks and recreation programs. p. A3754
26. OPINION POLL. Reps. Jonas and Keith inserted the results of questionnaires including items of interest to this Department. pp. A3755-6, A3769-70
27. WATER SUPPLY. Extension of remarks of Rep. Rumsfeld stating that it is imperative that the American people and governments at all levels realize the gravity of the water crisis. p. A3768
28. FARM PROGRAM. Rep. Skubitz inserted an article critical of "restriction" placed on this Department's permission for drought-stricken Kansas counties to harvest hay or graze livestock on land retired from production. pp. A3780-1
29. FOREIGN AID. Speech in the House by Rep. Rees supporting an amendment to the foreign aid authorization bill to restrict aid to the United Arab Republic. pp. A3785-6

BILLS INTRODUCED

30. LANDS. S. 3622 by Sen. Moss, to amend the Mineral Leasing Act of February 25, 1920, as amended; to Interior and Insular Affairs Committee. Remarks of author p. 15250
H. R. 16299 by Rep. Battin, providing that certain privately owned irrigable lands in the Milk River project in Montana shall be deemed to be excess lands; to Interior and Insular Affairs Committee.
31. EMPLOYMENT. H. R. 16307 by Rep. Quie and H. R. 16308 by Rep. Goodell, to mesh the combined efforts of government at all levels with private endeavors to provide jobs and dignity for the poor; to Education and Labor Committee.
32. FOOD. H. Con. Res. 831 by Rep. Dyal, expressing the sense of the Congress with respect to certain proposed regulations of the Food and Drug Administration relating to the labeling and content of diet foods and diet supplements; to Interstate and Foreign Commerce Committee.
33. SEED. H. R. 16280 by Rep. Abernethy, to amend the Federal Seed Act (53 Stat. 1275) as amended; to Agriculture Committee.
34. POSTAL SERVICE. H. R. 16286 by Rep. Dingell, making an appropriation to enable the Post Office Department to extend city delivery service on a door delivery service basis to postal patrons now receiving curbside delivery service who qualify for door delivery service; to Appropriations Committee.

PRINTED HEARINGS RECEIVED BY THIS OFFICE

35. RESEARCH. S. 2322, 3059, and 3138, dog-cat handling bills. S. Commerce Committee.
36. POSTAL SERVICE. H. R. 5180, 9551, zip code system in the U. S. Postal Service. H. Post Office and Civil Service Committee.
37. ORGANIZATION. S. 3010, to establish a Dept. of Transportation. Part 4. S. Government Operations Committee.

FEDERAL-AID HIGHWAY ACT
OF 1966

REPORT
OF THE
COMMITTEE ON PUBLIC WORKS
HOUSE OF REPRESENTATIVES
89TH CONGRESS, 2D SESSION
ON
H.R. 14359



JULY 18, 1966.—Committed to the Committee of the Whole House
on the State of the Union and ordered to be printed

U.S. GOVERNMENT PRINTING OFFICE

65-006 O

WASHINGTON : 1966

COMMITTEE ON PUBLIC WORKS

GEORGE H. FALLON, Maryland, *Chairman*

JOHN A. BLATNIK, Minnesota	WILLIAM C. CRAMER, Florida
ROBERT E. JONES, Alabama	WILLIAM H. HARSHA, Ohio
JOHN C. KLUCZYNSKI, Illinois	JOHN C. KUNKEL, Pennsylvania
JIM WRIGHT, Texas	JAMES R. GROVER, Jr., New York
KENNETH J. GRAY, Illinois	JAMES C. CLEVELAND, New Hampshire
FRANK M. CLARK, Pennsylvania	DON H. CLAUSEN, California
ED EDMONDSON, Oklahoma	CHARLES A. HALLECK, Indiana
HAROLD T. JOHNSON, California	CHARLOTTE T. REID, Illinois
W. J. BRYAN DORN, South Carolina	ROBERT C. McEWEN, New York
DAVID N. HENDERSON, North Carolina	JAMES D. MARTIN, Alabama
ARNOLD OLSEN, Montana	JOE SKUBITZ, Kansas
J. RUSSELL TUTEN, Georgia	
RALPH J. RIVERS, Alaska	
RAY ROBERTS, Texas	
ROBERT A. EVERETT, Tennessee	
RICHARD D. McCARTHY, New York	
JAMES KEE, West Virginia	
JOHN R. SCHMIDHAUSER, Iowa	
ROBERT E. SWEENEY, Ohio	
JAMES J. HOWARD, New Jersey	
KEN W. DYAL, California	
EDWIN W. EDWARDS, Louisiana	

PROFESSIONAL STAFF

RICHARD J. SULLIVAN, *Chief Counsel*
JOSEPH R. BRENNAN, *Engineer-Consultant*
CLIFTON W. ENFIELD, *Minority Counsel*

STAFF ASSISTANTS

DOROTHY BEAM	MERIAM BUCKLEY	RANDAL C. TEAGUE
ERLA S. YOUMANS	ANNE KENNEDY	STERLYN B. CARROLL
	R. FEDERICA BOOTH	

SUBCOMMITTEE ON ROADS

JOHN C. KLUCZYNSKI, Illinois, *Chairman*

JOHN A. BLATNIK, Minnesota	WILLIAM C. CRAMER, Florida
ROBERT E. JONES, Alabama	WILLIAM H. HARSHA, Ohio
FRANK M. CLARK, Pennsylvania	JAMES C. CLEVELAND, New Hampshire
ED EDMONDSON, Oklahoma	DON H. CLAUSEN, California
ARNOLD OLSEN, Montana	CHARLOTTE T. REID, Illinois
JIM WRIGHT, Texas	ROBERT C. McEWEN, New York
ROBERT A. EVERETT, Tennessee	
RICHARD D. McCARTHY, New York	
ROBERT E. SWEENEY, Ohio	
JAMES J. HOWARD, New Jersey	
RAY ROBERTS, Texas	

AUDREY G. WARREN, *Clerk*

FEDERAL-AID HIGHWAY ACT OF 1966

JULY 18, 1966.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. KLUCZYNSKI, from the Committee on Public Works, submitted the following

R E P O R T

[To accompany H.R. 14359]

The Committee on Public Works, to whom was referred the bill (H.R. 14359) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The committee amendment strikes out all of the text of the bill and inserts in lieu thereof a substitute which appears in the reported bill in italic type.

THE FEDERAL-AID HIGHWAY ACT OF 1966

GENERAL STATEMENT

The role of the Federal Government in the development of our country's highway system goes back to the very beginning of our history as an independent nation. The Federal Government's responsibility for adequate roads stems from its constitutional directive to establish post roads, regulate commerce among the States, provide for the national defense, and promote the general welfare. Fully productive Federal participation in the construction of our road system really began, however, with enactment of the Federal-Aid Highway Act of 1916, on which was based and out of which grew the exceptionally successful Federal-State highway relationship—one of the most productive partnerships in the long record of Federal-State participation programs.

The Federal-Aid Highway Act of 1944 authorized the development of a nationwide system of roads linking the major cities of the United States from coast to coast—a transportation network to be known as the Interstate Highway System.

The historic Federal-Aid Highway Act of 1956 put flesh and blood on the Interstate System skeleton and brought into being the greatest road construction program in the world's history.

The report of the Committee on Public Works accompanying the 1956 Act (H.R. 10660) stated:

There are two basic facts which are recognized and agreed upon by all concerned. First, the whole economy of the United States is directly dependent upon motor-vehicle transportation. Secondly, we are failing to keep our highway systems adequate to meet our needs and the backlog of deficiencies required to be overcome has been and is constantly piling up at an alarming degree. Unless drastic steps are taken immediately, we will fall further and further behind and traffic jams will soon stagnate our growing economy.

Ten years have passed since the enactment of the 1956 Federal-Aid Highway Act. We look back with pride on the development of our highway system that has taken place during these 10 years, but in spite of the tremendous progress that has been made in the decade between 1956 and today, the rapid growth pace of our population and economy has outstripped our planning, and the words of the 1956 report are as true today as when they were first written. Alan Boyd, the Under Secretary of Commerce for Transportation, described the situation when he appeared before this committee in April:

Transportation on our Nation's highway system continues to reach record totals each year. In 1965, approximately 100 million licensed drivers, and 90 million vehicles, traveled 880 billion vehicle miles on 3.6 million miles of roads and streets.

About two-thirds of this mileage was on the 900,000 miles of Federal-aid highways. This growth in travel represents an increase of almost 5 percent over 1964 levels.

Highway transportation is the dominant mode of passenger transportation, accounting for 92 percent of intercity travel. It also has grown increasingly important in the movement of goods, now accounting for over 300 billion ton miles a year.

Americans will spend about \$100 billion this year for highway-related travel and transportation which roughly represents one-seventh of the gross national product. Highways, therefore, are vital to the economic health of the Nation, and to its economic and social progress.

FEDERAL-AID FINANCING AND THE HIGHWAY TRUST FUND

The Highway Revenue Act of 1956 authorized the creation of a unique form of financing, the Highway Trust Fund. A brief explanation of the operation of the Highway Trust Fund is necessary for a full understanding of H.R. 14359 as reported.

Prior to 1956, revenues from all Federal excise taxes on motor fuels, motor vehicles, and associated products were placed in the general fund of the U.S. Treasury, as are the receipts from practically all other Federal taxes. Also, prior to 1956, appropriations for Federal aid to the States for highway improvement were made from the Treasury general fund, as are appropriations for practically all other Federal operations and grants in aid. Thus, before 1956 there was no linkage between highway-related Federal excise tax revenues and disbursements of Federal aid for highway construction. The excise tax on motor fuel, for example, was considered no different than that on cigarettes; the appropriations for Federal aid for highways, no different than those for supports for the prices of agricultural products.

This long-standing pattern was completely changed by the Federal-Aid Highway Act of 1956 and the Highway Revenue Act of 1956. By those acts the Congress substantially increased the size of the continuing Federal-aid program for improvement of main highways, secondary roads, and urban extensions included in the Federal-aid primary and secondary systems (the ABC program), and it also provided for accelerated completion of the National System of Interstate and Defense Highways. To pay for these programs Congress increased some of the existing highway-related excise taxes and levied some new ones. It earmarked the revenues of some—but not all—of the highway-related excise taxes for transfer to the Highway Trust Fund, which the 1956 legislation created. This trust fund was made the sole source of money for the ABC and Interstate programs during the years 1957-72. Thus the Federal-aid program was put on a wholly highway-user-financed, pay-as-you-build basis.

The highway-related excise taxes

An accompanying table shows the highway-related Federal excise taxes and their rates just prior to 1956; as established by the 1956 legislation; as modified by legislation in 1959, 1961, 1965, and 1966, and as, under present law, they would revert in 1972 when the Highway Trust Fund is to go out of existence. In changing the rates of some highway-related excise taxes and levying some new ones, both in

1956 and subsequently, and in dedicating them to the Highway Trust Fund, the Congress sought both to assure the provision of enough money for the Federal-aid highway program in the years 1957-72 and to distribute its cost equitably among the different classes of highway users. Indeed, in making the 1961 adjustments, the Congress took cognizance of the highway cost allocation study which it had directed the Bureau of Public Roads to make for this purpose.

All of the revenues from the Federal taxes on motor fuel, rubber, new trucks, buses, and trailers, lubricating oils, truck and bus parts and accessories, and heavy vehicle use go into the trust fund and are used only for Federal aid for highways. The highway-related excise tax not dedicated to the trust fund—the one on new automobiles—continues to be considered as general revenue, in the same class as most other Federal excise taxes. For tax rates and applicable dates, see the following table.

Federal highway-related excise taxes and the Highway Trust Fund

Tax	Rate basis	Tax rate ¹								
		Before July 1, 1956	From July 1, 1956	From Oct. 1, 1959	From July 1, 1961	From Jan. 1, 1966	From Mar. 15, 1966	From Apr. 1, 1968	From Jan. 1, 1969	From Oct. 1, 1972
Dedicated to highway trust fund:										
Motor fuel:	Cents per gallon-----	2	3	4	4	4	4	4	4	1½
Rubber:										
Tires ² :	Cents per pound-----	5	8	8	10	10	10	10	10	5
Tubes-----	do-----	9	9	9	10	10	10	10	10	9
Retread-----	do-----	None	3	3	5	5	5	5	5	None
New trucks, buses, and trailers ³ -----	Percent of manufacturing sales price-----	8	10	10	10	10	10	10	10	5
Annual heavy vehicle use tax ⁴ -----	Per 1,000 pounds per year-----	None	\$1.50	\$1.50	\$3	\$3	\$3	\$3	\$3	None
Lubricating oil ⁵ -----	Cents per gallon-----	(b)	(b)	(b)	(b)	6	6	6	6	6
Truck and bus parts and accessories ⁶ -----	Percent of manufacturers' sales price-----	(b)	(b)	(b)	(b)	8	8	8	8	5
Other highway-related excise taxes:										
Lubricating oil ⁵ -----	Cents per gallon-----	6	6	6	6	(b)	(b)	(b)	(b)	(b)
New automobiles ⁷ -----	Percent of manufacturers' sales price-----	10	10	10	10	6	7	2	1	1
Motor-vehicle parts and accessories ⁶ -----	do-----	8	8	8	8	(b)	(b)	(b)	(b)	(b)

¹ "Before July 1, 1956," rates are those in effect just prior to passage of the 1956 legislation. From Oct. 1, 1972, rates are those to which the taxes revert under existing (July 1965) law. Some changes in the from Jan. 1, 1966, column became effective on different dates, as indicated in footnotes 3 and 7. (Legislation in 1959 called for portions of the taxes on new automobiles and parts to go to the trust fund during fiscal years 1962-64, and the fuel tax to revert to 3 cents during the same period, but legislation of 1961 nullified these provisions.)

² The tax rate on tires other than for highway use has remained at 5 cents per pound. From July 1, 1956, to July 1, 1962, only half the tax on new trucks, buses, and trailers was dedicated to the trust fund. Beginning June 21, 1965, the following are tax-exempt: bodies for camper coaches and self-propelled mobile homes; house trailers; bodies designed for seed, feed, and fertilizer; small 3-wheeled trucks; and school buses.

⁴ Annual use tax on vehicles over 25,000 pounds gross weight (vehicle plus load); levied on total weight, not just on excess over 25,000 pounds.

⁵ Prior to Jan. 1, 1966, the lubricating oil tax went to the general fund. Beginning Jan. 1, 1966, this tax (excluding cutting oil) was dedicated to the trust fund, and refunds can be claimed for nohighway use (applicable to motor fuel also).

⁶ The 8-percent tax on motor-vehicle parts and accessories, in effect prior to July 1, 1966, continued thereafter with revenue going to the general fund. Effective Jan. 1, 1966, the tax on automobile parts and accessories was repealed; the tax on truck and bus parts and accessories remains in effect, with revenue dedicated to the trust fund.

⁷ The tax rate on new automobiles, 10-percent until May 14, 1965, was scheduled to gradually decrease over a period of years under a provision of the Excise Tax Reduction Act of 1965 (signed into law June 27, 1965). However, this provision was amended by Public Law 89-388 (signed into law Mar. 15, 1966). The tax rate was 7 percent from May 15, 1965, to Dec. 31, 1965; 6 percent from Jan. 1, 1966, to Mar. 15, 1966, at which point it was raised to 7 percent by Public Law 89-388. The tax rate schedule is now 7 percent until Mar. 31, 1968; 2 percent from that time until Dec. 31, 1968; and 1 percent thereafter.

PROGRESS OF THE FEDERAL-AID HIGHWAY SYSTEM

The Federal-aid highway program is progressing as rapidly as possible on the basis of revenues available in the Highway Trust Fund. Since July 1, 1956, revenues accruing to the fund total \$27.322 billion, and expenditures total \$27.234 billion. On March 31, 1966, the balance in the Highway Trust Fund was \$88 million.

The status of completion and improvement of the Interstate System as of March 31, 1966, is summarized by States in table 1.

A total of 21,377 miles of the Interstate System was completed and open to traffic on March 31, reflecting an increase of 2,204 miles during the past 12 months. Work was underway, on March 31, on 17,068 miles of the Interstate System including 5,968 miles under construction contract and 11,100 miles on which engineering or right-of-way acquisition was in progress. Thus, some form of work had been completed or was underway on 38,445 miles or 94 percent of the 41,000-mile Interstate System.

Interstate projects totaling \$16 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$13.7 billion and engineering and right-of-way acquisition totaling \$2.3 billion.

Interstate projects underway or authorized on March 31, 1966, totaled \$9.6 billion. This includes construction contracts totaling \$5.5 billion and engineering and right-of-way acquisition totaling \$4.1 billion.

The halfway point in project authorizations for completion of the Interstate System in accord with the 1965 cost estimate has been passed. As shown in table 2, which covers work authorized through March 31, 1966, preliminary engineering work has been authorized for 81 percent of the total program; 68 percent of the right-of-way acquisition work has been authorized; and contracts have been awarded on 53 percent of the construction work. In total, the work authorized to date represents 56 percent of the estimated total cost of completing the Interstate System as developed in the 1965 cost estimate.

Table 3 shows by State the status of active and completed projects financed from Federal-aid Interstate funds.

For the ABC program of primary, secondary, and urban highways, projects have been completed since July 1, 1956, at a total cost of \$16.3 billion. The completed projects include over 197,000 miles in construction contracts at a total cost of \$15.3 billion, and engineering and right-of-way acquisition totaling \$1 billion.

ABC projects underway or authorized on March 31, 1966, totaled \$3.7 billion and include nearly 19,000 miles in construction contracts at a total cost of \$2.9 billion and engineering and right-of-way acquisition totaling \$793 million.

The status of active and completed projects under the ABC program is shown by States in table 4.

TABLE 1.—The National System of Interstate and Defense Highways—Completion and improvement status of system mileage as of Mar. 31, 1966 (preliminary)

State	Preliminary status or not yet in progress (6 percent) ¹	Work in progress			Open to traffic (52 percent)				Total designated system mileage
		Engineering or right-of-way (27 percent)	Under construction (15 percent)	Total underway	Toll facilities (6 percent)	Improved to adequate for present traffic (7 percent)	Completed to full or acceptable standards (39 percent)	Total open to traffic	
Alabama.....	95.9	190.4	241.8	432.2	---	111.7	234.3	346.0	874.1
Arizona.....	36.9	268.5	183.5	452.0	---	315.7	361.5	677.2	1,166.1
Arkansas.....	13.7	172.3	287.3	459.6	---	2.8	216.6	219.4	520.4
California.....	---	815.0	338.2	1,153.2	10.2	349.4	652.3	1,011.9	2,165.1
Colorado.....	162.0	165.1	102.1	267.2	---	156.1	360.2	516.7	945.9
Connecticut.....	3.6	29.7	9.4	39.1	13.8	47.0	192.1	252.9	295.6
Delaware.....	---	10.6	15.4	26.0	11.9	9.9	1.8	14.6	40.6
Florida.....	268.9	200.7	206.1	406.8	46.5	---	423.3	475.3	1,151.5
Georgia.....	3.2	418.5	262.4	680.9	---	9.1	412.6	421.7	1,105.8
Hawaii.....	11.4	28.4	6.4	34.8	---	1.6	3.8	5.4	51.6
Idaho.....	29.3	186.1	66.2	252.3	---	53.6	273.6	326.8	608.4
Illinois.....	52.1	586.5	106.7	693.2	156.0	145.9	580.9	882.8	1,628.1
Indiana.....	---	392.7	165.6	558.3	156.9	19.1	380.5	556.5	1,114.8
Iowa.....	72.2	175.0	85.0	260.0	3.5	4.8	368.4	376.7	708.9
Kansas.....	8.8	161.6	69.5	231.1	186.6	8.5	372.0	567.1	799.0
Kentucky.....	4.6	298.1	119.7	417.8	39.2	12.9	258.9	311.0	733.4
Louisiana.....	21.4	262.3	168.4	430.7	---	6.3	212.3	218.6	670.7
Maine.....	1.8	50.9	70.6	121.5	---	3.6	126.0	188.8	312.1
Maryland.....	19.2	55.3	28.3	83.6	59.2	93.8	104.6	251.4	354.2
Massachusetts.....	4.3	77.9	64.7	142.6	134.4	27.4	149.7	311.5	438.3
Michigan.....	12.0	202.3	77.7	280.0	4.8	5.0	779.1	789.2	1,081.5
Minnesota.....	---	439.7	195.0	634.7	---	48.4	220.8	269.2	903.9
Mississippi.....	---	138.2	231.3	369.5	---	31.4	277.1	308.5	678.0
Missouri.....	11.2	319.4	83.0	402.4	3.0	155.0	548.0	706.0	1,119.6
Montana.....	133.3	512.8	129.2	642.0	---	35.9	371.0	409.9	1,185.2
Nebraska.....	---	179.0	58.0	237.0	---	12.9	228.2	241.1	478.1
Nevada.....	---	177.8	93.7	271.5	---	5.4	257.7	263.1	534.6
New Hampshire.....	49.2	15.9	13.3	29.2	22.0	3.5	110.1	135.6	214.0
New Jersey.....	69.5	107.1	45.1	152.2	46.3	49.3	56.0	151.6	373.3
New Mexico.....	93.4	322.4	63.9	386.3	---	88.2	434.6	522.9	1,002.6
New York.....	34.4	106.0	156.9	262.9	492.5	70.4	365.2	928.1	1,225.4
North Carolina.....	19.2	259.0	100.5	359.5	---	35.6	356.0	391.6	770.3
North Dakota.....	78.8	97.1	68.3	165.4	---	21.3	305.1	326.4	570.6
Ohio.....	21.7	340.6	213.5	554.1	205.9	34.4	707.1	947.4	1,523.2
Oklahoma.....	---	187.5	42.1	229.6	174.0	14.5	377.1	555.6	795.2
Oregon.....	50.0	54.7	29.9	84.6	8.8	107.6	488.1	596.5	731.1
Pennsylvania.....	41.8	355.8	257.7	613.5	360.2	2.2	562.0	924.4	1,578.7

Rhode Island.....	29.0	9.7	38.7	32.2	32.5	71.2
South Carolina.....	159.3	173.5	332.8	333.1	345.9	678.7
South Dakota.....	247.6	96.5	344.1	277.9	335.1	679.2
Tennessee.....	322.8	255.7	578.5	285.1	408.1	1,049.2
Texas.....	751.3	415.3	1,166.6	1,360.0	1,647.0	3,023.8
Utah.....	308.8	173.6	482.4	158.9	187.0	934.5
Vermont.....	174.5	37.4	211.9	109.3	109.3	321.2
Virginia.....	365.3	166.6	531.9	43.5	109.3	1,059.1
Washington.....	172.0	83.5	255.5	45.2	415.8	504.5
West Virginia.....	82.2	67.7	149.9	0.6	183.2	390.7
Wisconsin.....	100.1	52.2	152.3	86.2	100.2	724.9
Wyoming.....	78.5	94.3	172.8	3	186.7	517.8
District of Columbia.....	4.7	7	5.4	304.8	305.4	458.6
Pending.....	2 69.1			469.0	504.8	911.9
				7.4	10.3	29.8
Total.....	2,554.7	11,099.7	17,067.8	2,311.0	2,891.4	2 69.1
					16,175.1	21,377.5
						41,000.0

¹ Public hearings have been held on route location, and location studies are underway on many portions of the mileage in this column.

² Consists of mileage which has not been assigned to any specific route and is a reserve for final measurement of the system.

TABLE 2.—*Interstate System authorizations through Mar. 31, 1966*

[Dollars in millions]

Item	Total cost of work authorized				
	Actual through Mar. 31, 1966		Estimated remaining work as of Mar. 31, 1966		Total Interstate System costs per 1965 estimate
	Amount	Percent of total item costs	Amount	Percent of total item costs	
Preliminary engineering					
Right-of-way	\$1,087	81	\$258	19	\$1,345
Construction	5,036	68	2,319	32	7,355
	19,252	53	17,362	47	36,614
Subtotal	25,375	56	19,939	44	45,314
State highway planning and research			640		640
Public Roads administration and research					511
Contingencies					335
Total					46,800

	188.9	167.0	163.6	147.3	352.3	314.3	529.2	457.2	142.1	120.9	671.3	578.1
Michigan	180.8	136.5	168.9	152.0	319.7	288.5	227.4	201.8	46.1	40.5	273.5	282.3
Minnesota	86.5	78.2	27.0	113.5	24.1	102.3	199.4	177.7	16.8	14.3	216.2	192.0
Mississippi	117.4	105.6	123.7	109.7	241.1	215.3	404.6	361.4	63.1	56.6	467.7	418.0
Missouri	83.5	76.7	26.3	105.6	109.8	100.6	126.4	117.3	20.5	18.6	149.9	135.9
Montana	36.4	32.8	29.0	26.1	65.4	58.9	121.3	108.0	19.7	17.5	141.0	125.5
Nebraska	36.5	34.5	35.6	33.9	72.1	68.4	79.8	75.0	6.1	5.4	85.9	80.4
Nevada	24.1	21.4	3.0	2.6	27.1	24.0	90.6	78.6	12.3	10.6	102.9	89.2
New Hampshire	133.9	133.9	198.3	175.7	148.4	309.6	249.6	221.9	29.7	25.4	279.3	247.3
New Jersey	58.1	53.6	21.9	20.1	80.0	73.7	187.2	172.1	20.1	17.6	207.3	189.7
New Mexico	309.4	275.8	218.4	192.9	527.8	468.7	848.4	712.4	90.9	74.5	939.3	766.9
New York	69.3	62.0	33.9	30.5	103.2	92.5	168.6	146.7	25.8	22.4	194.4	169.1
North Carolina	22.3	20.3	8.0	7.2	30.3	27.5	118.9	107.1	5.5	4.7	124.4	111.8
North Dakota	319.6	284.2	108.3	95.5	427.9	379.7	830.1	723.8	346.3	308.8	1,176.4	1,032.6
Ohio	44.0	39.4	56.3	50.7	100.3	90.1	196.9	172.1	14.4	12.6	211.3	184.7
Oklahoma	66.8	61.3	71.5	65.6	138.3	126.9	292.5	251.1	8.3	7.1	300.8	288.2
Oregon	275.0		140.0	125.5	447.8	400.5	612.8	537.3	107.9	96.2	720.7	633.5
Pennsylvania			47.9	42.5	79.2	42.5	63.3	54.7	12.7	11.3	76.0	66.0
Rhode Island	72.6	65.5	6.6	5.9	79.2	71.4	143.3	127.0	28.4	25.1	171.7	152.1
South Carolina	34.3	31.2	3.1	2.8	37.4	34.0	140.6	126.1	12.1	10.9	152.7	137.0
South Dakota	114.2	102.8	136.3	121.1	250.5	223.9	391.6	352.1	16.9	13.3	408.5	365.4
Tennessee	319.0	285.4	10.1	9.1	329.1	294.5	735.6	649.5	231.9	208.5	967.5	858.0
Texas	94.6	90.1	54.9	52.1	149.5	142.2	125.1	117.2	22.7	21.0	147.8	138.2
Utah	31.6	28.3	10.8	9.7	42.4	38.0	126.2	112.1	14.1	11.8	140.3	123.9
Vermont	221.1	199.1	163.6	147.2	384.7	346.3	389.5	346.4	48.7	43.1	438.2	389.5
Virginia	121.9	110.5	44.1	40.0	166.0	150.5	233.9	198.6	98.6	87.5	332.5	286.1
Washington	159.8	143.6	63.7	56.9	223.5	200.5	113.6	101.1	20.5	17.7	134.1	118.8
West Virginia	52.8	46.0	28.2	24.0	81.0	70.0	214.7	189.7	45.8	39.6	260.5	229.3
Wisconsin	38.8	36.9	12.9	12.0	52.7	48.9	186.6	172.0	7.7	7.1	194.3	179.1
Wyoming	19.7	18.8	45.4	40.9	65.1	59.7	104.6	92.1	28.0	24.3	132.6	116.4
District of Columbia												
Puerto Rico												
Total	5,527.3	4,969.3	4,034.1	3,559.3	9,561.4	8,528.6	13,757.3	12,084.7	2,268.0	1,988.7	16,025.3	14,073.4

TABLE 4.—Federal-aid primary and secondary highway systems—Active and completed projects financed with primary, secondary, and urban funds—As of Mar. 31, 1966

State	Projects underway or authorized					Projects completed July 1, 1956, to date								
	Construction			Engineering and row	Total	Construction			Engineering and row	Total				
	Total cost	Federal funds	Miles	Total cost	Federal funds	Total cost	Federal funds	Miles	Total cost	Federal funds				
				Total cost	Federal funds				Total cost	Federal funds				
Alabama.....	\$40.9	\$20.8	354.3	\$27.2	\$13.6	\$88.1	\$34.4	\$318.4	\$160.9	6,512.3	\$20.7	\$10.3	\$339.1	\$171.2
Alaska.....	69.0	63.5	523.6	30.5	28.9	99.5	92.4	171.5	158.3	1,609.0	16.9	15.9	188.4	174.2
Arizona.....	22.8	15.1	167.3	3.3	2.2	23.1	15.3	144.1	105.8	1,424.2	4.4	3.0	148.5	108.8
Arkansas.....	36.0	18.3	474.2	5.1	2.5	41.1	20.8	223.4	113.1	4,277.9	16.8	8.2	240.2	121.3
California.....	200.8	112.4	297.6	30.0	2.1	230.8	114.5	939.8	489.5	2,789.2	6.8	3.9	946.6	493.4
Colorado.....	17.3	8.7	204.7	4.9	2.8	22.2	12.5	233.0	124.8	2,882.4	30.2	16.2	263.2	141.0
Connecticut.....	35.8	17.6	18.5	16.4	8.2	52.2	25.8	138.3	67.6	218.9	12.2	6.2	150.5	73.8
Delaware.....	16.1	8.3	87.9	2.7	1.4	18.8	9.7	56.7	27.3	370.6	2.7	1.3	59.4	28.6
Florida.....	55.5	27.5	302.2	7.6	3.8	63.1	31.3	302.8	142.0	2,808.4	3.4	1.6	306.2	143.6
Georgia.....	94.4	47.5	879.1	36.1	18.1	130.5	65.6	318.2	158.1	4,364.4	19.1	9.3	337.3	167.4
Hawaii.....	7.4	3.4	12.4	2.9	1.4	10.3	4.8	57.5	28.2	118.5	12.3	5.9	69.8	34.1
Idaho.....	19.1	12.6	116.4	7.3	4.5	26.4	17.1	116.1	73.6	1,991.1	12.0	6.5	128.1	80.1
Illinois.....	92.3	47.2	380.4	22.1	11.1	114.4	58.3	763.2	394.2	6,707.6	22.3	11.1	785.5	405.3
Indiana.....	78.4	39.3	229.5	38.3	19.2	116.7	58.5	369.8	191.8	3,057.6	46.7	21.5	416.5	213.3
Iowa.....	66.2	33.9	1,274.5	1.9	1.0	68.1	34.9	333.4	172.7	9,191.7	12.1	6.0	345.5	178.7
Kansas.....	65.1	32.7	1,148.0	7.2	3.6	72.3	36.3	304.9	153.8	10,722.4	26.9	13.5	331.8	167.3
Kentucky.....	27.9	13.8	101.2	15.7	7.9	43.6	21.7	256.0	129.4	2,170.2	41.5	20.4	297.5	149.9
Louisiana.....	54.6	27.7	313.0	20.5	10.3	75.1	38.0	275.3	134.4	2,411.1	7.1	3.6	282.4	138.0
Maine.....	16.9	8.4	99.3	2.5	1.3	19.4	9.7	109.9	55.4	790.5	14.6	6.9	124.5	62.3
Maryland.....	45.1	22.6	201.0	5.1	2.5	50.2	25.1	177.9	89.8	1,124.2	3.1	1.6	181.0	91.4
Massachusetts.....	48.9	24.4	49.2	35.5	17.7	84.4	42.1	255.0	125.1	351.8	28.2	13.9	283.2	139.4

	112.2	54.7	783.7	32.4	16.2	144.6	70.9	596.2	289.2	7,645.8	21.9	10.2	618.1	299.4
Michigan.....	92.7	45.8	1,161.2	13.9	7.0	106.6	52.8	379.4	196.1	12,113.8	9.5	4.9	388.9	201.0
Minnesota.....	43.7	22.2	644.9	10.9	5.5	54.6	27.7	244.4	120.1	6,275.3	25.9	13.0	270.3	133.1
Mississippi.....	64.9	32.2	266.2	27.2	13.7	92.1	45.9	386.1	197.8	9,278.8	73.8	36.1	459.9	233.9
Missouri.....	33.3	19.1	343.7	6.5	3.8	38.8	22.9	203.2	123.9	3,758.8	22.8	12.7	226.0	136.6
Montana.....	35.9	18.9	724.1	6.1	3.1	42.0	22.0	265.4	137.5	6,498.4	23.7	11.7	289.1	149.2
Nebraska.....	12.1	10.8	144.0	9.8	8.8	21.9	19.6	86.1	72.6	1,529.2	7.3	5.8	93.4	78.4
Nevada.....	13.4	6.6	38.3			13.4	6.6	77.5	38.5	363.3	2.9	1.4	80.4	39.9
New Hampshire.....	48.4	23.6	65.6		36.5	125.4	60.1	218.5	109.5	413.5	15.3	7.7	233.8	117.2
New Jersey.....	22.8	15.5	182.5		2.6	26.8	13.1	153.7	100.8	1,999.6	14.1	8.5	169.8	109.3
New Mexico.....	301.9	138.2	310.9	10.8	5.4	312.7	143.6	1,153.7	574.7	2,965.5	15.8	7.8	1,230.1	582.5
North Carolina.....	78.4	39.6	325.4	41.9	21.0	120.3	60.6	330.9	166.7	4,465.4	57.3	28.7	388.2	195.4
North Dakota.....	22.8	11.8	949.6	1.3		21.1	12.4	186.2	95.0	10,860.1	10.6	5.4	196.8	100.4
Ohio.....	120.2	61.3	237.1	6.2	3.1	126.4	64.4	593.3	315.0	2,328.7	86.8	43.1	680.1	358.1
Oklahoma.....	41.8	21.1	476.1	7.0	3.5	48.8	24.6	337.5	169.8	3,207.2	12.9	6.3	350.4	176.1
Oregon.....	26.3	11.6	52.4	13.6	8.4	39.9	20.0	206.9	121.2	1,940.6	11.0	6.4	217.9	127.6
Pennsylvania.....	167.9	82.6	233.7	40.6	20.3	208.5	102.9	688.8	341.8	1,789.9	56.7	28.4	745.5	370.2
Rhode Island.....	15.0	7.4	25.6	20.7	10.3	35.7	17.7	72.8	36.4	1,203.9	9.1	4.5	81.9	40.9
South Carolina.....	68.0	32.4	1,217.6	1.0	5.5	69.0	32.9	188.9	96.0	5,618.1	20.0	10.0	208.9	106.0
South Dakota.....	23.4	12.9	572.0	6.6		24.0	13.2	196.4	109.1	7,609.0	2.8	1.6	199.2	110.7
Tennessee.....	52.7	26.4	437.2	39.2	19.6	91.9	46.0	309.2	156.3	5,966.1	21.3	9.1	330.5	165.4
Texas.....	133.3	69.9	1,090.9			133.3	69.9	982.8	506.9	15,668.2	4.8	2.6	987.6	509.5
Utah.....	13.2	97.6	97.6	6.8	5.2	23.7	18.4	110.4	78.2	1,329.6	8.5	5.9	118.9	84.1
Vermont.....	16.9	5.5	37.7	2.0	1.0	13.1	6.5	66.9	33.5	450.5	8.5	3.9	75.4	37.4
Virginia.....	59.5	30.6	243.9	14.4	7.2	73.9	37.8	297.4	149.4	3,303.8	36.3	17.4	333.7	166.8
Washington.....	44.2	21.2	197.9	10.7	5.5	54.9	26.7	271.6	131.9	3,272.6	16.1	8.9	287.7	140.8
West Virginia.....	70.1	35.2	131.6	34.1	17.0	104.2	52.2	103.8	51.6	974.9	22.1	11.0	125.9	62.6
Wisconsin.....	43.1	21.7	365.7	16.9	7.9	59.0	29.6	359.1	178.5	5,482.1	44.9	21.8	404.0	200.3
Wyoming.....	14.0	8.9	118.2	2.8	1.9	16.8	10.8	125.9	83.4	1,941.3	4.8	3.2	130.7	86.6
District of Columbia.....	11.4	10.5	2.5	6.6	3.4	18.0	13.9	78.0	39.2	58.4	6.3	2.8	84.3	42.0
Puerto Rico.....	39.0	19.0	64.3	9.0	4.4	48.0	23.4	92.7	41.9	244.1	17.5	6.8	110.2	48.7
Total.....	2,951.0	1,537.5	18,776.4	792.7	405.9	3,743.7	1,943.4	15,291.3	7,958.7	197,491.6	1,051.5	534.4	16,342.8	8,493.1

COST ESTIMATE FOR COMPLETION OF INTERSTATE SYSTEM

On January 11, 1965, the Secretary of Commerce transmitted to the Congress a report on the estimated cost of completing the National System of Interstate and Defense Highways, recommended factors for apportioning funds authorized for the system for the fiscal years ending June 30, 1967, 1968, and 1969, and individual analyses of the estimated costs of completion for each of the individual States. The report was transmitted pursuant to the requirements of section 104(b)5, title 23, United States Code, as amended by the Federal-Aid Highway Amendments Act of 1963. This report is printed as House Document No. 42, 89th Congress.

The relevant section of the act, as amended, requires that:

The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within 10 days subsequent to January 2, 1965. Upon the approval of such estimate by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal years ending June 30, 1967; June 30, 1968; and June 30, 1969.

The interstate cost estimate is revised periodically on the basis of standards promulgated by the Secretary of Commerce in cooperation with the State highway departments and applied uniformly through the States. The next cost estimate to be submitted to the Congress in January 1968, will be the basis for apportioning Interstate funds for the fiscal year 1970.

THE 1965 COST ESTIMATE

The Bureau of Public Roads, in cooperation with the State highway departments, prepared an instructional manual for use in preparing the estimate of the cost of completing the Interstate System. The manual, which was furnished to the State highway departments in January 1964, provided the geometric design standards; a suggested method of forecasting traffic; and procedures for preparation, assembly, and submission of the cost estimate. Meetings were held to review the manual with the representatives of the State highway departments and the Bureau of Public Roads field offices to assure its uniform interpretation. Interpretative directives were also issued by the Bureau from time to time and repeated meetings were held as the work progressed. This interpretation on a national basis, together with close and continuing liaison between all concerned, provided for uniformity of application of the estimate regulations required by law.

The 1965 estimate reported a cost increase of \$5.8 billion over the estimate submitted to Congress in 1961. The Federal share of this increased cost is \$5 billion.

An estimated \$3.6 billion of the cost increase results from system additions and adjustments made during the period between the two estimates; the change in the applicable design year from 1975 to standards adequate to handle the traffic forecast for 20 years from the date of project approval; additional interchanges and grade separa-

tion structures required because of increased traffic demands associated with the availability of large portions of the Interstate System; added traffic lanes required to meet the demands of increased traffic volumes, other than lanes added as a result of the change in the design year; wider shoulders on bridges in the interest of safety; heavier design of highway pavement to lengthen the serviceable life of the pavements, and changes and additions in a variety of highway elements based on information and knowledge developed to a greater extent than that available at the time of the 1961 estimate. These include changes in excavation, embankments, drainage structures, utility adjustments, roadside improvements, signs, and other items not identified in previous categories.

Nearly \$2 billion of the \$5.8 billion increased cost are in the categories of right-of-way, preliminary engineering, and construction costs due to change in unit price since the last estimate.

In the 1st session of the 89th Congress the committee withheld approval of the 1965 cost estimate for completion of the Interstate System. A joint resolution reported by the committee and enacted as Public Law 89-139 authorized the Secretary of Commerce to apportion the funds for the fiscal year 1967 for the Interstate and Defense Highways, using the apportionment figures contained in table 5 of House Document 42, 89th Congress. This resolution also increased the amount of funds authorized for the Interstate System for the fiscal year 1967 from \$2.9 to \$3 billion, leaving unauthorized \$4.9 billion of the \$5 billion Federal cost reported in the 1965 cost estimate.

ADDITIONAL COST FACTORS (INTERSTATE SYSTEM)

During the hearings held by the Subcommittee on Roads on April 19, 20, and 21, 1966, the committee carefully examined not only the 1965 cost estimate as it was submitted to the Congress, but also the whole range of known or anticipated cost factors that the committee believes were relevant to a realistic appraisal of the cost of completing the Interstate System.

Witnesses from the Department of Commerce and State and industry leaders in the field of highway construction testified before the committee. This testimony disclosed that the 1965 cost estimate was based on 1963 construction cost figures, and that the actual cost of completing the system would exceed the 1965 cost estimate. Since 1963 there has been a consistent 2½-percent-a-year increase in construction costs, and the committee is convinced that unless there is a substantial change in the general economic condition of the Nation, construction costs will continue to increase at about the same rate during the foreseeable future. The Bureau of Public Roads, in response to a request by the committee, has estimated that this price trend increase will add an additional \$3.391 billion to the Federal cost of the Interstate System over the remaining period of its construction.

It also became obvious during the hearings that certain additional design features would have to be included in the Interstate System before its completion in order to maintain the high degree of quality we have come to demand of the system. These design changes, made necessary by increasing traffic, safety considerations, and technological advances, include the requirement that the system be a minimum of four lanes throughout, some additional interchanges not covered by

the 1965 cost estimate, and provisions for wider bridges and extra lanes in some areas. According to estimates by the Bureau of Public Roads, these design changes will add another \$630 million to the Federal cost of completing the system.

The increased construction costs and the required design changes are real factors in Interstate cost, as can be seen from the following letter, dated May 12, 1966, to the Committee on Public Works from the Federal Highway Administrator:

U.S. DEPARTMENT OF COMMERCE,
BUREAU OF PUBLIC ROADS,
Washington, D.C., May 12, 1966.

Mr. RICHARD J. SULLIVAN,
Chief Counsel, Committee on Public Works,
House of Representatives, Washington, D.C.

DEAR MR. SULLIVAN: At the April 19, 1966, hearings of the Subcommittee on Roads of the House Committee on Public Works, the subcommittee requested information regarding the extension of the Highway Trust Fund to finance the present Federal-aid highway program plus additional costs to complete the Interstate System.

The attached statement has been prepared for insertion in the record, to answer questions raised at the hearing. The statement includes six tables which show annual data for the various expenditure programs and sources of revenue.

The design change cost of \$630 million is a preliminary estimate and made only for the purpose of answering the committee's request for additional information on this subject. It does not represent any decision to proceed with such changes.

In addition to the design change costs, if we were to assume that the 2½-percent annual increase trend in bid price were to continue in the future from 1967 to the completion date of the Interstate, it would add a total of \$3,391 million to the completion cost for the program through June 30, 1974, not including equalization tax revenues. The bid price changes would approximate the following schedule:

	<i>Bid price trend (millions)</i>
1966.....	\$72
1967.....	135
1968.....	210
1969.....	280
1970.....	353
1971.....	438
1972.....	511
1973.....	611
1974.....	781
Total.....	\$3,391

If the total amount of \$3.391 billion were to be eliminated from the total cost, it would change the completion date to July 31, 1973. However, the estimated 2½ percent bid price change historically has been caused by economic and technological changes which cannot be predicted for future years.

If revenue from equalization taxes are included the completion date for the interstate program would be February 28, 1973, where no

allowance is made for bid price increases, but allowing for the preliminary estimate of \$630 million for design changes.

Please advise if additional information is needed.

Sincerely yours,

REX M. WHITTON,
Federal Highway Administrator.

The 1965 cost estimate submitted by the Secretary of Commerce informed the Congress that an additional \$4.9 billion is needed to complete the Interstate System. The committee has determined that the construction price trend increase plus design changes will add another \$4.021 billion to the final Interstate System construction cost. Adding together the Department of Commerce estimate plus the additional cost factors developed by the committee results in an overall increase in the estimated cost of completing the Interstate System of \$8.921 billion.

REVISION OF AUTHORIZATION FOR INTERSTATE SYSTEM

The new estimated cost figures obtained by the committee require changes in the future authorizations for appropriations for completion of the Interstate System. The committee has determined that an extra year of authorization should be provided for the Interstate System, and section 2 of H.R. 14359 contains authorization for the appropriation of \$4.306 billion for the additional fiscal year 1972. This means that the actual construction of the system should be completed in 1973.

The committee approved revised authorizations for the fiscal years 1968, 1969, 1970, 1971, and 1972, in the amounts of \$3.5 billion, \$4 billion, \$4.5 billion, \$4.5 billion, and \$4.306 billion, respectively. The estimated cost of completing the Interstate System is now \$51.223 billion, of which the Federal share is \$46.021 billion and the States' share is \$5.202 billion.

The committee believes that the authorizations contained in section 2 of H.R. 14359 represent the most realistic estimate of the cost of completing the Interstate System that can be provided. It is essential that Congress act now to authorize the appropriation of funds sufficient to complete the system, so that the State highway departments and the construction industry may properly plan and schedule their work to avoid peaks and valleys in the construction program and so that necessary engineering, right-of-way acquisition, and construction may continue without interruption for completion of the system in 1973.

The committee believes that the most accurate and up-to-date estimates for actual completion of the system should be made available. It expects to receive the most complete information possible in future estimates of the cost of completing the Interstate System as required by existing law.

EFFECT OF INCREASING AUTHORIZATIONS FOR APPROPRIATIONS

As pointed out heretofore under the heading "Federal-Aid Financing and the Highway Trust Fund," financing of the Federal-aid highway program, including construction of the Interstate System, is supplied by the highway users themselves. Amounts equal to the collections

of certain highway user taxes or fees are placed in the Highway Trust Fund, and all appropriations for construction of Federal-aid highways come from that fund rather than from the general fund of the Treasury. Considering this source of funding, coupled with the limitation upon apportionment of authorized appropriations imposed by section 209(g) of the Highway Revenue Act of 1956, it is obvious that the increased authorizations for the Interstate System contained in section 2 of the reported bill will not contribute either to an unbalancing of the national budget or to an increase in the national debt.

Testimony presented to the committee indicates that the additional authorizations in H.R. 14359 as reported (assuming continuation of the ABC program at its present level), will exceed estimated revenues to the Highway Trust Fund through September 30, 1972, by approximately \$6 billion, under existing tax law. The providing of needed additional revenue for the Highway Trust Fund, of course, is within the jurisdiction of the Committee on Ways and Means. If the needed additional revenue should not be fully provided by subsequent legislation, the funds authorized to be appropriated for the Interstate System could be apportioned only in amounts that do not cause expenditures in excess of amounts available in the Highway Trust Fund, under the provisions of section 209(g) of the Highway Revenue Act of 1956.

FUTURE INTERSTATE SYSTEM DESIGN

The committee is fully aware of the fact that advancing technology in highway transportation demands a high degree of flexibility in highway design, and it expects the Bureau of Public Roads and the State highway departments to conduct their programs accordingly. However, the committee also expects the Bureau of Public Roads and the State highway departments to exercise prudent judgment in developing highways capable of fulfilling our transportation needs. Proper consideration must be given to esthetic values, but prudent judgment does require recognition of the fact that highway transportation is a basic and essential element in the American economy, that the automobile will continue to be a dominant mode of transportation, and that highways in rural and urban areas alike must be provided at a cost reasonably consistent with the service they provide.

Expressways in urban areas serve an essential human need, a need which can be provided for within the authorizations of this bill. Short segments of covered highways are a necessary element of urban highway design to be used where needed in conjunction with other design elements. These authorizations are not adequate, and not intended, to finance a proliferation of tunnel design as the sole answer to highway transportation problems in urban areas. Cities planned for people need highways planned for people and this bill authorizes highways within that concept.

LIMITATION ON USE OF TRUST FUND MONEYS

The committee has consistently taken the position that revenue from the Highway Trust Fund as established by the Highway Revenue Act of 1956 shall be used only for highway construction. It has opposed throughout the life of the trust fund all efforts to use this fund for any other purposes. It reiterates this position by limiting the authorizations for the Interstate System contained in section 2

of H.R. 14359 and the authorizations for the ABC system under section 6 of the reported bill for construction purposes only. Neither the funds authorized under section 2 (the Interstate System) nor those authorized under section 6 (the ABC program) can be used to carry out any part of the Highway Beautification Act of 1965 (sections 131, 136, and 319(b), title 23, United States Code) or any provisions of law relating to highway safety enacted after May 1, 1966.

USE OF 1965 COST ESTIMATE FOR APPORTIONMENT OF FUNDS,
SECTION 3

Section 3 of H.R. 14359 authorizes the Secretary of Commerce to make apportionments for the fiscal years ending June 30, 1968, and June 30, 1969, for expenditures on the National System of Interstate and Defense Highways in accordance with the apportionment factors contained in table 5 of House Document 42, 89th Congress, which was submitted to the Congress in January 1965.

FOUR LANING OF THE INTERSTATE SYSTEM AND NECESSARY DESIGN
CHANGES, SECTION 5

For years the committee has consistently advocated the highest geometric and construction standard, consistent with sound economic considerations, for the construction of roads to be built under the Federal-aid program. As late as the first session of this Congress the committee reported legislation which became Public Law 89-139. This law contained the Baldwin Amendment for a full scale State highway safety program. In the interest of highway safety, the committee has determined that there is a positive need to require four laning of the entire System. Accordingly, section 5 of H.R. 14359 amends section 109(b) of title 23 of the United States Code, dealing with geometric and construction standards to be applied to the Interstate System, to require that all 41,000 miles of the Interstate System as authorized shall not be less than four traffic lanes for the main traveled way of the System.

The following table shows the mileage of the Interstate System plus the cost thereof which will be required to be four laned under the amendment to section 109(b) of title 23 contained in section 5 of H.R. 14359.

Estimated costs for converting the 2-lane sections reported in the 1965 estimate to 4-lane sections

[In thousands of dollars]

State	Miles	Total remaining cost reported in 1965 estimate to provide 2-lane sections	Total cost estimated to provide 4 lanes in lieu of 2 lanes	Cost difference (increase)
Idaho.....	117.0	11,220	22,129	10,909
Louisiana.....	10.2	29,524	44,089	14,565
Maine.....	107.3	58,837	89,708	30,871
Michigan.....	.5			
Montana.....	563.9	84,409	182,015	97,606
New Hampshire.....	18.3	33	8,189	8,156
New Mexico.....	59.0	15,239	27,811	12,572
New York.....	1.5		1,746	1,746
North Dakota.....	53.4	6,547	16,236	9,689
Oregon.....	4.9	46	3,576	3,530
South Dakota.....	38.6	5,390	13,227	7,837
Texas.....	250.2	71,444	104,338	32,894
Utah.....	150.9	34,161	60,586	26,425
Vermont.....	22.2	8,133	14,625	6,492
Washington.....	20.2	4,211	6,541	2,330
Wyoming.....	12.0	3,699	5,341	1,642
Subtotal.....	1,430.1	332,893	600,157	267,264
Toll sections included above:				
Maine ¹	1.7	2,581	3,257	676
Michigan ².....	.5			
New York ³	1.5		1,746	1,746
Subtotal.....	3.7	2,581	5,003	2,422
Net total (toll free).....	1,426.4	330,312	595,154	264,842

¹ I-195 toll road connection—Saco, Maine.

² I-75 International Bridge—Sault Ste. Marie, Mich.

³ I-790 toll road connection—Utica, N. Y.

AUTHORIZATION OF APPROPRIATIONS FOR THE ABC HIGHWAY PROGRAM AND OTHER ROADS, SECTION 6

Section 6 of H.R. 14359 is the regular biennial authorization for the fiscal years 1968 and 1969 for the ABC Federal-aid highway program, as well as authorizations for these fiscal years for the several classes of Federal domain roads. The funds for the ABC program covering the Federal-aid primary system, the Federal-aid secondary system, and extensions of these systems in urban areas would be apportioned among the States in the manner now provided by law, and would be available for expenditure in the same manner as funds for these highways are available under present law, that is, for 2 years after the close of the fiscal year for which such funds are authorized. The reported bill continues the present \$1 billion annual authorization level for the ABC program for fiscal years 1968 and 1969, which,

together with Interstate funds, will be apportioned to the States in the approximate amounts shown in the following two tables:

Approximate apportionment of Federal-aid highway funds for the fiscal year 1968 for Interstate System and ABC program pursuant to H.R. 14359

[Thousands of dollars]

State	ABC				Interstate (\$3,500,000)	Total (\$4,500,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Alabama.....	\$8,807	\$6,702	\$3,361	\$18,870	\$75,018	\$93,888
Alaska.....	23,992	16,102	164	40,258		40,258
Arizona.....	6,354	4,117	1,869	12,340	53,367	65,707
Arkansas.....	6,604	5,230	1,362	13,196	27,132	40,328
California.....	21,778	9,877	27,062	58,717	337,407	396,124
Colorado.....	7,727	5,017	2,545	15,289	41,542	56,831
Connecticut.....	3,247	1,773	3,937	8,957	73,121	82,078
Delaware.....	2,216	1,478	574	4,268	6,206	10,474
Florida.....	8,706	5,414	7,030	21,150	76,259	97,409
Georgia.....	10,588	8,032	4,051	22,671	49,782	72,453
Hawaii.....	2,216	1,478	928	4,622	29,717	34,339
Idaho.....	4,943	3,548	528	9,019	20,375	29,394
Illinois.....	16,606	9,081	16,053	41,740	197,818	239,558
Indiana.....	9,807	7,110	5,609	22,526	75,776	98,302
Iowa.....	10,332	7,675	2,672	20,679	41,887	62,566
Kansas.....	10,101	7,051	2,453	19,605	25,753	45,358
Kentucky.....	7,479	6,307	2,496	16,282	72,053	88,335
Louisiana.....	6,921	4,965	3,913	15,799	87,498	103,297
Maine.....	3,325	2,523	849	6,697	15,376	22,073
Maryland.....	4,262	2,666	4,521	11,449	56,056	67,505
Massachusetts.....	5,345	2,296	8,627	16,268	75,155	91,423
Michigan.....	13,643	8,561	11,337	33,541	102,873	136,414
Minnesota.....	11,586	8,154	4,099	23,839	80,189	104,028
Mississippi.....	7,373	6,121	1,468	14,962	38,026	52,988
Missouri.....	12,295	8,409	5,555	26,259	83,843	110,102
Montana.....	8,133	5,644	572	14,349	35,302	49,651
Nebraska.....	7,846	5,600	1,442	14,888	19,616	34,504
Nevada.....	4,985	3,315	377	8,677	21,719	30,396
New Hampshire.....	2,216	1,478	661	4,355	16,686	21,041
New Jersey.....	6,023	1,990	10,742	18,755	91,117	109,872
New Mexico.....	6,741	4,550	1,208	12,499	41,439	53,938
New York.....	19,832	8,550	28,794	57,176	176,202	233,378
North Carolina.....	10,615	9,456	3,279	23,350	31,614	54,964
North Dakota.....	5,922	4,322	439	10,683	16,031	26,714
Ohio.....	14,901	9,267	14,128	38,296	213,469	251,765
Oklahoma.....	9,107	6,334	2,758	18,199	36,302	54,501
Oregon.....	6,892	4,815	2,089	13,796	60,710	74,506
Pennsylvania.....	16,023	10,264	15,911	42,198	166,997	209,195
Rhode Island.....	2,216	1,478	1,503	5,197	19,237	24,434
South Carolina.....	5,746	5,006	1,790	12,542	22,236	34,778
South Dakota.....	6,316	4,566	455	11,337	31,234	42,571
Tennessee.....	9,159	7,174	3,561	19,894	75,190	95,084
Texas.....	27,710	17,530	13,894	59,134	173,582	232,716
Utah.....	4,659	3,019	1,304	8,982	52,712	61,694
Vermont.....	2,216	1,478	268	3,962	24,684	28,646
Virginia.....	8,400	6,561	4,334	19,295	107,045	126,340
Washington.....	6,983	4,721	3,740	15,444	83,809	99,253
West Virginia.....	4,519	4,027	1,316	9,862	79,327	89,189
Wisconsin.....	10,391	7,313	4,837	22,541	28,856	51,397
Wyoming.....	5,014	3,412	295	8,721	34,027	42,748
District of Columbia.....	2,216	1,478	1,569	5,263	46,128	51,391
Puerto Rico.....	2,216	2,465	1,921	6,602		6,602

Approximate apportionment of Federal-aid highway funds for the fiscal year 1969 for Interstate System and ABC program pursuant to H.R. 14359

[Thousands of dollars]

State	ABC				Interstate (\$4,000,000)	Total (\$5,000,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Alabama.....	\$8,807	\$6,702	\$3,361	\$18,870	\$85,734	\$104,604
Alaska.....	23,992	16,102	164	40,258	-----	40,258
Arizona.....	6,354	4,117	1,869	12,340	60,991	73,331
Arkansas.....	6,604	5,230	1,362	13,196	31,008	44,204
California.....	21,778	9,877	27,062	58,717	385,608	444,325
Colorado.....	7,727	5,017	2,545	15,289	47,477	62,766
Connecticut.....	3,247	1,773	3,937	8,957	83,567	92,524
Delaware.....	2,216	1,478	574	4,268	7,092	11,360
Florida.....	8,706	5,414	7,030	21,150	87,153	108,303
Georgia.....	10,588	8,032	4,051	22,671	56,894	79,565
Hawaii.....	2,216	1,478	928	4,622	33,963	38,585
Idaho.....	4,943	3,548	528	9,019	23,286	32,305
Illinois.....	16,606	9,081	16,053	41,740	226,077	267,817
Indiana.....	9,807	7,110	5,609	22,526	86,601	109,127
Iowa.....	10,332	7,675	2,672	20,679	47,871	68,550
Kansas.....	10,101	7,051	2,453	19,605	29,432	49,037
Kentucky.....	7,479	6,307	2,496	16,282	82,346	98,628
Louisiana.....	6,921	4,965	3,913	15,799	99,997	115,796
Maine.....	3,325	2,523	849	6,697	17,573	24,270
Maryland.....	4,262	2,666	4,521	11,449	64,064	75,513
Massachusetts.....	5,345	2,296	8,627	16,268	88,892	102,160
Michigan.....	13,643	8,561	11,337	33,541	117,570	151,111
Minnesota.....	11,586	8,154	4,099	23,839	91,644	115,483
Mississippi.....	7,373	6,121	1,468	14,962	43,458	58,420
Missouri.....	12,295	8,409	5,555	26,259	95,821	122,080
Montana.....	8,133	5,644	572	14,349	40,346	54,695
Nebraska.....	7,846	5,600	1,442	14,888	22,419	37,307
Nevada.....	4,985	3,315	377	8,677	24,822	33,499
New Hampshire.....	2,216	1,478	661	4,355	19,070	23,425
New Jersey.....	6,023	1,990	10,742	18,755	104,134	122,889
New Mexico.....	6,741	4,550	1,208	12,499	47,359	59,858
New York.....	19,832	8,550	28,794	57,176	201,373	258,549
North Carolina.....	10,615	9,456	3,279	23,350	36,130	59,480
North Dakota.....	5,922	4,322	439	10,683	18,321	29,004
Ohio.....	14,901	9,267	14,128	38,296	243,965	282,261
Oklahoma.....	9,107	6,334	2,758	18,199	41,488	59,687
Oregon.....	6,892	4,815	2,089	13,796	69,383	83,179
Pennsylvania.....	16,023	10,264	15,911	42,198	190,854	233,052
Rhode Island.....	2,216	1,478	1,503	5,127	21,985	27,182
South Carolina.....	5,746	5,006	1,790	12,542	25,413	37,955
South Dakota.....	6,316	4,566	455	11,337	35,696	47,033
Tennessee.....	9,159	7,174	3,561	19,894	85,931	105,825
Texas.....	27,710	17,530	13,894	59,134	198,379	257,513
Utah.....	4,659	3,019	1,304	8,982	60,243	69,225
Vermont.....	2,216	1,478	268	3,962	28,210	32,172
Virginia.....	8,400	6,561	4,334	19,295	122,337	141,632
Washington.....	6,983	4,721	3,740	15,444	95,781	111,225
West Virginia.....	4,519	4,027	1,316	9,862	90,659	100,521
Wisconsin.....	10,391	7,313	4,837	22,541	32,978	55,519
Wyoming.....	5,014	3,412	295	8,721	38,888	47,609
District of Columbia.....	2,216	1,478	1,569	5,263	52,717	57,980
Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

PUBLIC DOMAIN ROADS, SECTION 6

Public domain roads, in addition to the Federal-aid primary and secondary systems, and extension thereof in urban areas, are authorized to be funded under section 6 of H.R. 14359 in the following manner:

[In millions]

	Fiscal year 1968	Fiscal year 1969
Forest highways.....	\$33,000,000	\$33,000,000
Public lands highways.....	7,000,000	7,000,000
Forest development roads and trails.....	170,000,000	170,000,000
Public lands development roads and trails.....	2,000,000	3,000,000
Park roads and trails.....	25,000,000	30,000,000
Parkways.....	9,000,000	11,000,000
Indian reservation roads and bridges.....	18,000,000	23,000,000

FOREST DEVELOPMENT ROADS AND TRAILS, SECTION 6

For the forest development roads and trails, which are under the jurisdiction of the Department of Agriculture, the committee has increased the recommended authorization for the fiscal year 1968 from \$85 to \$170 million and for the fiscal year 1969, from \$110 to \$170 million.

The forest development roads and trails are the direct responsibility of the Forest Service. They are built and maintained to provide access to the national forests for essential management purposes, for timber removal when the timber is sold, and for multiple-resource use including outdoor recreation, water, minerals, and forage.

The national forest system covers some 186 million acres of Federal lands in 41 States and in Puerto Rico. The forests are extremely valuable, and they are vital to the economy of the Nation and to the economies of the specific regions in which they are located.

The national forests are also one of our prime resources in outdoor recreation. Their facilities for winter sports are the most extensive in the Nation, and their developed sites—to say nothing of what future development will mean—are widely used for camping and other seasonal recreation. The Congress is acutely aware of the need for maximum use of our natural resources, and we are particularly aware of the importance of insuring that recreational potential is developed to its fullest capacity.

The administration and the Congress combined to approve President Kennedy's 10-year plan for development of our national forests. That plan, which was and is sound, was predicated on maximum construction of forest development roads and trails by the Federal Government. It did include, and still includes, provision for construction by timber purchasers of some \$474 million worth of these roads, primarily because there are some of them that foreseeably will serve no purpose but timber sale removal.

In the main, however, this road system must be a multiple-use system. Timber management, the very foundation of the national forest system, requires that roads be planned and built so that timber stands can be protected from disease and fire and natural disaster, and so that when these problems develop, the timber areas can be reached swiftly to give them the protection and treatment required.

These roads are also essential to reforestation work, the aspect of forest management which insures that timber will continue to grow, and that our national forests will renew themselves and continue to exist.

These roads are also basic to just plain good business in managing the national forests. If the roads are not planned and built by the Federal Government, they must be built by the timber purchasers when the timber is sold. What this means is that only the lumber companies large enough to be able to sustain the size of capital investment roadbuilding equipment requires, and large enough to carry the labor costs of road construction, can afford to bid for national forest timber. The committee is concerned about the importance of insuring that the smaller lumber operators will have the opportunity to buy national forest timber, because many of them are vital to the economies of the areas in which they are located; if they cannot buy timber, they cannot stay in business.

Beyond this, the committee is even more concerned because this situation also means that there is less and less competition in the bidding for national forest timber, which frequently leads to sale prices that are considerably lower than the Government could get for its timber if road construction were not such an inhibiting factor.

The "good business practice" aspect of Federal construction of these roads involves two other significant elements. When the roads must be built by the timber purchaser—and under the limited appropriations in recent years, approximately 75 percent of these roads are being built by the purchasers—the Federal Government actually pays for their construction because the cost of the road construction is deducted from the total price the lumber purchaser finally pays for the timber. And, when these roads must be built by the timber purchasers, they are for the most part built to standards inadequate for multiple-purpose use. The timber purchaser can reasonably be required to build only as good a road as it takes to enable him to get the timber out. That kind of road is seldom adequate for the many other uses to which these roads must be put. As a result, sooner or later the Forest Service has to rebuild the road. Unless we correct this situation, we are, in effect, building the road twice and paying for it twice.

If the Federal Government fails to pursue its approved program for Federal construction of these roads, it is (1) jeopardizing the health of the national forest and in many areas its very existence; (2) jeopardizing small business and the lifeblood of many communities; (3) receiving reduced prices for national forest timber; (4) paying for inadequate roads; and then (5) paying for them again when it rebuilds them.

The committee believes this road program is essential to the health of the national economy. National forest timber contributes \$1 out of every \$70 of the gross national product. The committee cannot accept the view that a program so basic to that great a contribution to the national economy should be held down. Receipts from timber sales already exceed the costs of building these roads, and there is every reason to anticipate that they will continue to do so, increasingly, in the future.

The situation is therefore reduced to a simple question of profit and loss, and appropriations which result in the Federal Government's losing money on its resources can hardly be considered sound management or a contribution to a balanced budget.

The 10-year program for these roads is already \$168.3 million behind schedule. Table I below illustrates the buildup of the deficit:

Table I

[In millions of dollars]

	Government construction, 10-year plan	Available Government funds for construction	Deficit-planned Government construction
Fiscal year:			
1963.....	62.9	47.8	15.1
1964.....	82.5	61.0	21.5
1965.....	101.7	68.6	33.1
1966.....	121.4	82.4	39.0
1967.....	140.6	81.0	59.6
Total.....	509.1	340.8	168.3

NOTE.—Accumulated deficit in Government construction is \$168,300,000.

To eliminate this accumulated construction deficit and complete the 10-year program as planned by 1972 will require at least the authorization levels indicated in column 7 in table II below:

Table II

[In millions of dollars]

Fiscal year	Original plan	Distribution of deficit	Needed for construction	Needed for maintenance	Less anticipated 10-percent funds	Needed authorization level, Federal Highway Act
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1968.....	140.6	8.0	148.6	19.6	17.6	150.0
1969.....	140.6	30.0	170.6	20.5	18.6	172.5
1970.....	140.8	36.0	176.8	22.0	19.6	179.2
1971.....	140.8	44.0	184.8	23.5	20.6	187.7
1972.....	140.5	50.3	190.8	25.0	21.0	194.8
Total.....		168.3				

NOTE.—The table is based on 1961 costs at the time the 10-year program was submitted and has not been adjusted to reflect changing costs or types of demands and needs for roads that have developed since the 10-year development program was presented to the Congress in 1961.

The committee believes, strongly, that this construction program should be put back on schedule. It therefore believes that the authorizations of \$170 million for the fiscal year 1968 and \$170 million for the fiscal year 1969 are absolutely essential to this important program, to bring it up to date as promptly as possible and at the same time enable the Forest Service to establish and maintain a fairly stable level of construction.

In providing the authorizations for the forest development roads and trails contained in the reported bill, the committee expects that the Forest Service will plan its roadbuilding program with a view to full Federal construction (except for the amount initially programed for purchaser construction) by no later than fiscal year 1971.

HIGHWAY BEAUTIFICATION, SECTION 7

The Highway Beautification Act of 1965 was reported from the Committee on Public Works on September 22, 1965, and is now Public Law 89-285. In authorizing the highway beautification program the committee made it clear that no part of the Highway Trust Fund should be used to fund this program and that all money authorized to be appropriated thereunder must come from the general fund of the Treasury. In section 7 of H.R. 14359, the committee once again makes it crystal clear that for those sections of title 23, United States Code (secs. 131, 136 and 319(b)) covering highway beautification, no funding will be permitted from the authorizations under H.R. 14359 for the construction of highways on the Interstate System or for the ABC program. A specific limitation on authorization of appropriations for certain purposes is set up in a new section 137 of title 23 of the United States Code. This section is intended to do the following:

Subsection (a) of this new section provides that neither sections 131, 136, and 319(b) of title 23 relating to highway beautification, nor any provision of law enacted after May 1, 1966, relating to highway safety, shall be authority for appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

Subsection (b) provides that any appropriation to carry out sections 131, 136, or 319(b) of title 23 or any provision of law enacted after May 1, 1966, relating to highway safety, must be authorized by a provision of law specifically setting forth the total amount authorized to be appropriated for the fiscal year to carry out such sections or provisions.

Subsection (c) limits appropriations from the highway trust fund to carry out sections 131, 136, and 319(b) of title 23 relating to highway beautification and any provision of law relating to highway safety enacted after May 1, 1966, to (1) an aggregate amount not in excess of appropriations to the trust fund from the imposition of a 1-percent excise tax as may be imposed under section 4061(a)(2) of the Internal Revenue Code of 1954, plus (2) such additional amounts as are appropriated from the general fund to the trust fund for the purpose of carrying out such sections or provisions.

In addition, section 7 of H.R. 14359 applies the provisions of title 23 relating to the obligation period of availability and expenditure of Federal-aid primary funds to funds authorized to carry out after June 30, 1967, sections 131, 136 and 319(b) of title 23.

AUTHORIZATION OF APPROPRIATIONS FOR BEAUTIFICATION, SECTION 8

Section 8 of H.R. 14359 authorizes \$80 million for the fiscal years 1968 and 1969 to carry out section 131 of title 23 (control of outdoor advertising); \$28 million for the fiscal year 1968 and \$20 million for the fiscal year 1969 to carry out section 136 of title 23 (control of junkyards); and \$135 million for the fiscal year 1968 and \$150 million for the fiscal year 1969 for section 319(b) of title 23 (landscape and scenic enchantment).

EMERGENCY RELIEF, SECTION 9

The language of section 9 of H.R. 14359 is identical with the language of H.R. 6790 reported by the committee in the first session of the 89th Congress. H.R. 6790 passed the House of Representatives unanimously, but no further action has been taken to date. The committee believes that there is striking need for the type of funding and relief that would be set up under H.R. 6790 and has once again ordered this emergency highway relief legislation reported by inserting it as a section in H.R. 14359.

Subsections (a) and (b) of section 9 of H.R. 14359 would amend sections 120(f) and 125(c) of title 23, United States Code, to make "parkways, public lands highways, and public lands development roads and trails" eligible for Federal emergency fund financing on a 100-percent basis, the same as provided under existing law for forest highways, forest development roads and trails, park roads and trails, and Indian reservation roads. This will afford equal treatment in the use of emergency funds for all of the various classes of Federal domain roads.

Subsection (c) will increase the existing emergency fund authorization from \$30 million annually, as now provided in section 125(a) of title 23, United States Code, to \$50 million annually. Subject to such \$50 million limitation for expenditures in any 1 fiscal year, any unexpended balance of such amount will remain available for expenditure during the next 2 succeeding years, in addition to amounts otherwise available to carry out section 125 in such years. This, in effect, will provide a 3-year period of availability for expending the annual emergency fund authorization, thereby making the period of availability similar to that provided under existing law (sec. 118(b) of title 23, United States Code) for regular Federal-aid highway authorizations.

The committee feels that this additional authority and flexibility in the use of emergency funds is highly essential to assist the States in the prompt and economic repair or reconstruction of highways, roads, and trails seriously damaged or destroyed by disasters. Further, the enactment of these standby provisions will serve to minimize the need for special authorizing legislation to meet unforeseen disaster situations as they arise.

Subsection (c) of the bill also provides that 60 percent of the emergency fund expenditures under section 125 of title 23 for any fiscal year are authorized to be appropriated from the Highway Trust Fund, the remaining 40 percent to be appropriated from the general funds of the Treasury. Under present law, the Highway Trust Fund is available as a source for appropriations to meet expenditures under the existing \$30 million annual emergency fund authorization. Therefore, the financing of 60 percent of expenditures under the proposed increased annual authorization of \$50 million would be in general conformity with the existing authority. A precedent for financing the balance of expenditures from the general funds of the Treasury is contained in section 2 of the recently enacted Pacific Northwest Disaster Relief Act of 1965 (Public Law 89-41).

Subsection (d) provides that the amendments made by this act will take effect on July 1, 1966.

The ever-increasing cost of reconstructing highways damaged during the past 3 years by earthquakes and severe flooding has continued to

escalate. It is now apparent that the \$30 million annual expenditure authority under the existing law is not sufficient to take care of a major disasters such as have occurred in several sections of our Nation within recent times.

Since the evidence presented to the committee clearly indicates that there is a need to increase the existing \$30 million expenditure by an additional \$20 million to provide the necessary funds to take care of reconstruction of one of the vital arteries of our Nation—our highway system—the committee strongly recommends the enactment of this section.

OPERATION OF EMERGENCY HIGHWAY RELIEF PROJECTS

In recent years a number of major natural disasters have occurred in various sections of the Nation. These include earthquake damages in Alaska, heavy flooding in the Pacific Northwest and flooding in the upper Mississippi Valley. More recently, Hurricane Betsy caused extensive damage to the Federal-aid highway systems in Florida, Louisiana, and Mississippi.

Under existing law, \$30 million a year is authorized to be expended by the Secretary of Commerce under section 125 of title 23, United States Code, for repair or reconstruction of highways and bridges destroyed or damaged by storms, floods, earthquakes, or like disasters. This authorization was supplemented by \$50 million for fiscal year 1965 and \$20 million for fiscal year 1966 by the Pacific Northwest Disaster Relief Act of 1965 (Public Law 89-41). Allotments of emergency relief funds for repair or reconstruction of damages by major disasters include: \$37,737,148 for the Alaska earthquake; \$72,491,991 for the Pacific Northwest floods; \$4,024,917 for the upper Mississippi Valley floods; \$752,690 for Hurricane Betsy; \$5,809,345 for the floods on the high plains near Denver, Colo.; and \$13,299,958 for the floods near Glacier National Park, Mont. While it is impossible to predict natural disasters or the cost of repairs resulting from them, it is entirely possible that future natural disasters may severely tax the ability of the current \$30 million emergency relief fund to finance the necessary repairs.

During the 10 years since the annual authorization of \$30 million was established in 1956, the total investment in the highway plant has increased substantially, particularly in development roads through remote areas where exposure to floods and earthslides may be greater. This greater investment has increased the cost of damages sustained by the highway systems. Further, the cost index of highway work has risen over the years so that repairs of damages now cost more than in 1956.

U.S. DEPARTMENT OF COMMERCE, BUREAU OF PUBLIC ROADS

Active emergency relief projects as of Apr. 30, 1966

FEDERAL-AID HIGHWAY ACT OF 1966

29

State	Total allocation	Programed only	Obligated				Total	Balance available	
			Authorized, not underway	Underway	Completed, not closed	For programing new projects		For obligation (includes pro-gramed only)	
Alaska.....	\$35,625,035	\$17,404	\$9,662,257	\$11,291,998	\$10,824,063	\$31,778,318	\$3,829,313	\$3,846,717	
California.....	42,665,361	977,261	9,784,492	7,186,240	23,136,310	40,107,042	1,581,058	2,558,319	
Colorado.....	5,153,307		881,892	2,692,052	1,042,242	4,616,186	537,121	537,121	
Delaware.....	47,848				43,004	43,004	4,844	4,844	
Florida.....	153,900	27,600	35,400	28,300	62,600	126,300		27,600	
Hawaii.....	1,525,148				1,290,485	1,290,485	234,663	234,663	
Idaho.....	2,625,828		207,402	1,640,900	520,231	2,368,533	63,870	257,295	
Illinois.....	835,734	700,850		36,365	98,519	134,884		700,850	
Iowa.....	828,641		366,198	440,459	17,003	823,660	4,981	4,981	
Kansas.....	666,038		524,041	6,400	279,567	530,690	125,348	125,348	
Kentucky.....	279,567					279,567			
Louisiana.....	688,880	675,700		9,163		9,163	4,017	679,717	
Maryland.....	2,183						2,183	2,183	
Massachusetts.....	174,835						174,835	174,835	
Minnesota.....	2,233,690	892,314	384,840	446,655	280,286	1,111,790	229,586	1,121,900	
Mississippi.....	13,990	13,990						13,990	
Montana.....	13,741,355	816,060	1,716,500	7,994,995	3,148,471	12,859,966	65,329	881,389	
Nebraska.....	108,560		48,995	58,515	1,050	108,560	90,390	90,390	
Nevada.....	441,127		220,000	80,450	50,287	350,737	83,235	83,235	
New Jersey.....	124,590			41,355		41,355	1,240	97,840	
North Carolina.....	110,950	96,600	5,496,184	14,763,856	7,392	13,110	677,596	2,853,936	
North Dakota.....	28,928,177	2,176,340	78,295	370,641	5,814,201	26,074,241	15,926	2,226,504	
Oregon.....	2,692,835	2,210,578			17,395	466,331			
South Dakota.....	73,800					73,800			
Texas.....	249,500		200,000	12,000	29,057	241,057	8,443	8,443	
Vermont.....	327,534				294,363	294,363	33,171	33,171	
Virginia.....	835,089		251,439	233,613	334,695	819,747	15,342	15,342	
Washington.....	551,815		55,115	101,000	158,250	314,365	237,450	237,450	
West Virginia.....	236,522		119,818		103,615	223,433	13,089	13,089	
Wisconsin.....									
Total.....	141,931,839	8,798,122	30,032,877	47,514,475	47,553,335	125,100,687	8,033,030	16,831,152	

Emergency fund (disaster assistance) status of funds authorized by acts of June 25, 1952 (sec. 7); June 29, 1956 (sec. 118); Sept. 21, 1959 (sec. 107) (23 U.S.C. 1255); June 17, 1965 (sec. 2), as of Sept. 2, 1965

Fiscal year	Availability		Obligations		Yearend rescissions	
	Current year (1)	Cumulative (2)	Current year (3)	Cumulative (4)	Current year (5)	Cumulative col. (2) minus col. (4) (6)
1953.....	\$10,000,000	\$10,000,000	\$2,611,532.50	\$2,611,532.50	\$7,388,467.50	\$7,388,467.50
1954.....	10,000,000	20,000,000	1,914,541.00	4,526,073.50	8,085,459.00	15,473,926.50
1955.....	10,000,000	30,000,000	1,413,621.81	5,969,695.31	8,556,378.19	24,030,304.69
1956.....	30,000,000	60,000,000	26,592,435.08	32,562,130.39	3,407,504.92	27,437,869.61
Subtotal, general fund.....						
1957.....	30,000,000	90,000,000	3,677,101.81	36,239,232.20	26,322,898.19	53,760,767.80
1958.....	30,000,000	120,000,000	8,109,031.76	44,348,263.96	21,890,968.24	75,651,736.04
1959.....	30,000,000	150,000,000	2,879,773.44	47,228,037.40	27,120,226.56	102,771,962.60
1960.....	30,000,000	180,000,000	2,746,139.67	49,974,177.07	27,253,860.33	130,025,822.93
1961.....	30,000,000	210,000,000	1,985,683.53	51,959,860.60	31,985,693.53	162,011,516.46
1962.....	30,000,000	240,000,000	3,636,442.99	55,596,303.59	26,363,557.01	188,375,073.47
1963.....	30,000,000	270,000,000	2,107,831.38	57,704,134.97	27,892,168.62	216,267,242.09
1964.....	30,000,000	300,000,000	24,342,902.79	78,075,660.70	5,657,097.21	221,924,339.30
1965.....	80,000,000	380,000,000	76,561,643.17	±54,367,303.87	3,438,356.83	225,362,896.13
1966.....	50,000,000	430,000,000				
Subtotal, Highway Trust Fund.....						

Fiscal year	Disbursements		Appropriations			Unappropriated	
	Current year (7)	Cumulative (8)	Public Law	Current year (9)	Cumulative ¹ (10)	Disbursements at end of year col. (8) minus col. (10)	Available authorizations at end of year col. (4) minus col. (10) (12)
1953							
1954	\$1,596,628.66	\$1,596,628.66				\$1,596,628.66	\$2,611,532.50
1955	839,758.34	2,536,387.00				2,536,387.00	4,526,073.50
1956	1,767,918.51	4,304,305.51	121 (6/30/1955)	\$1,401,457.00	\$1,401,457.00	2,902,848.51	5,969,695.31
			855 (7/31/56)	-129,529.14	1,271,927.86	3,032,377.65	31,150,673.39
Subtotal, general fund	4,304,305.51			1,271,927.86			31,290,202.53
1957	6,787,155.11	11,091,460.62	604 (6/20/56)	4,985,204.00	2,257,131.86	8,834,328.76	33,982,100.34
			855 (7/31/56)	-985,204.00			
1958	9,442,310.87	20,533,771.49	85-52 (6/13/57)	1,492,268.00	3,749,399.86	16,784,371.63	40,598,864.10
1959	9,683,785.41	30,217,556.90	85-469 (6/25/58)	7,483,952.74	11,233,352.60	18,984,204.30	35,994,684.80
1960	5,071,415.65	35,288,972.55	86-98 (7/13/59)	9,030,000.00	20,233,352.60	15,055,619.95	29,740,824.47
1961	3,866,029.29	39,155,001.84	86-451 (5/13/60)	10,000,000.00	30,233,352.60	8,921,649.24	17,755,130.94
1962	4,641,991.44	43,796,993.28	87-125 (8/3/61)	6,363,324.87	36,596,677.47	7,200,315.81	15,028,249.06
1963	3,442,489.14	47,239,482.42	87-843 (10/18/62)	4,938,603.30	41,535,280.77	5,704,201.65	12,197,477.14
1964	5,302,939.02	52,542,421.44	88-245 (12/30/63)	2,261,712.51	43,796,993.28	8,745,428.16	34,278,667.42
1965	17,076,055.64	69,618,477.08	89-527 (8/31/64)	3,442,489.14	47,239,482.42	22,378,994.66	107,397,821.45
1966			89-164 (9/2/65)	5,302,939.02	52,542,421.44		
Subtotal, Highway Trust Fund	65,314,171.57			51,270,493.68			

¹ Start of Highway Trust Fund appropriation.² Rescinded in fiscal year 1954.³ Rescinded in fiscal year 1955.⁴ General fund appropriation: Public Law 604 \$985,204, rescinded by Public Law 855.

Flood and disaster relief, authorizations and appropriations for restoration of roads and bridges authorized by act of Oct. 15, 1951, and prior acts

AUTHORIZED TO BE APPROPRIATED

[As of June 25, 1968—final—revised Mar. 4, 1964]

Authorized by Congress	Fiscal year 1928	1929	1930	1931	1935	1939	1944	1951 and 1952	Total
Act of May 16, 1928, Public Law 392 (45 Stat. 570)									\$5,197,294.00
Act of Feb. 28, 1929, Public Law 843 (45 Stat. 1381-1382)		\$3,654,000							3,654,000.00
Act of Mar. 12, 1930, Public Law 71 (46 Stat. 84)			\$1,660,000.00						1,660,000.00
Act of May 27, 1930, Public Law 267 (46 Stat. 386-387)			506,067.50						506,067.50
Act of June 2, 1930, Public Law 292 (46 Stat. 489)			805,561.00						805,561.00
Act of Mar. 4, 1931, Public Law 869 (46 Stat. 1563-1564)				\$80,307					80,307.00
Act of June 18, 1934, Public Law 393 (sec. 3) (48 Stat. 994)					\$10,000,000				10,000,000.00
Act of June 8, 1938, Public Law 584 (sec. 4) (52 Stat. 634)						\$8,000,000.00			8,000,000.00
Act of July 13, 1943, Public Law 146 (sec. 7) (57 Stat. 560)							\$10,000,000.00		10,000,000.00
Act of Sept. 7, 1950, Public Law 769 (Sec. 9) (Stat. 789)								\$5,000,000.00	5,000,000.00
Act of Oct. 15, 1951, Public Law 175 (65 Stat. 421)								10,000,000.00	10,000,000.00
Total authorized	5,197,294	3,654,000	2,971,628.50	80,307	10,000,000	8,000,000.00	10,000,000.00	15,000,000.00	54,903,229.50
Returned to Treasury						(1)	(2)	(1)	
Fiscal year 1953 (May 31, 1954)							-67,336.81		3 - 67,336.81
Fiscal year 1955 (June 30, 1955)						-240,914.27	-44,068.11	-8,822,806.56	-9,107,791.94
Fiscal year 1956 (June 30, 1956)							-4,839.01		-4,839.01
Fiscal year 1957 (June 30, 1957)								-120,321.83	-120,321.83
Net total available	5,197,294	3,654,000	2,971,628.50	80,307	10,000,000	7,759,085.73	9,883,756.07	6,056,868.61	45,602,839.91

STUDY OF ADVANCE ACQUISITION OF RIGHT-OF-WAY, SECTION 10

The acquisition of lands for future highway use is particularly important in connection with long-range highway programs. Billions of dollars are being invested in the development of the Federal-aid highway systems, and an ever-increasing percentage of this expenditure is being spent in acquiring the necessary rights-of-way. The total estimated costs of rights-of-way for completion of the Interstate System alone, between 1956 and 1973, is \$7.2 billion, which represents 16.3 percent of the cost of the rural portions and 26.7 percent of the cost of the urban portions of the system.

The rural countryside adjacent to urban areas is rapidly being developed for residential subdivisions, shopping centers, and industrial parks. The few remaining empty lots in cities are disappearing fast, and old residences and commercial buildings are being razed to make way for new multistory office buildings and apartment houses. In many cases, State highway officials have been compelled to watch helplessly as unimproved land is developed with expensive structures and improved lands developed further, without being able to acquire those portions which they know will be needed for highway construction within a few years. Without the proper legal and financial tools highway officials are powerless to acquire such property at a time when this could be done at minimum expense to the taxpayers.

Advance acquisition of rights-of-way, before land is developed or additional improvements placed thereon, can result in large monetary savings to the public and minimized economic waste of private property. It can also permit more orderly and economical disposal and removal of improvements located on the rights-of-way and, by providing more time, minimize the inconvenience and hardships suffered by persons and businesses whose relocation is made necessary by the future highway construction.

The advantages of advance acquisition of rights-of-way were recognized by the Congress when it enacted the Federal-Aid Highway Act of 1956, by making Federal-aid highway funds available to the States for acquisition of rights-of-way up to 5 years in advance of actual construction; this period was extended to 7 years in 1958 (sec. 108, title 23, United States Code). However, most States have found it necessary to use all of their Federal-aid funds to carry on their current highway construction programs rather than to invest such funds in the acquisition of property in advance of actual needs, despite the savings which would result from such action.

An obstacle faced by many States in undertaking an effective advance right-of-way acquisition program is financing. Ordinarily, a source of funds other than that used to finance the State's current highway construction program must be provided. A few States have attempted to solve this problem on their own with varying degrees of success. California, for example, has established a \$30 million right-of-way protection fund, which is used as a revolving fund to acquire rights-of-way, where improvements or developments are imminent, 5 to 10 years ahead of actual construction. Apparently this revolving fund has worked very well and has resulted in substantial savings and other benefits over the past 13 years.

On the other hand, the committee has been informed that efforts by the State of Ohio to provide financing for the advance acquisition of rights-of-way by use of certain State retirement and other trust

funds, and later by the issuance of State certificates of obligation, have been hampered by policy rulings of the Bureau of Public Roads.

Under procedures similar to that in Ohio, future rights-of-way are acquired by the State with borrowed funds for which interest is paid or the property is acquired by some State trust fund and a holding charge is paid until the trust fund is reimbursed. During the time that the State holds such real property before it is used for highway construction, which may be for a period of years, the State, in following established property management practices, usually attempts to lease or rent such property so as to provide for its utilization, preservation, and maintenance and to produce income which, in effect, reduces the purchase price of the property. Under the law of Ohio, as in a number of other States, even though title to real property is in the State, or a State agency, if such real property is not being used for public purposes but is leased or rented for a private use, the property remains on the tax rolls, and real property taxes must be paid by the State. If a State, or State officials, are subject to tort liability under State law, it may be necessary for the State to obtain landlord or other liability insurance covering leased and rented premises. To protect the State's investment from fire and other casualty losses it may be necessary to secure property damage insurance on buildings, fixtures, and other improvements until they are sold or otherwise disposed of to clear the rights-of-way for highway construction. A State may also have to expend funds for the maintenance and protection of improvements prior to use of the land for highway construction. Questions have arisen as to the extent to which Federal-aid funds may participate in such debt service, holding charges, and property management expenses.

In such cases, from the time of the property's acquisition until its use for highway construction the State must advance its own funds for the entire cost of acquisition and management. Federal participation generally has been limited to the Federal share of the initial acquisition costs, supported by proper appraisals, less the net salvage and net rental income derived from the property prior to construction of the highway. The committee understands that in the Ohio situation, the Bureau of Public Roads has not permitted the State to deduct interest or holding charges or real property taxes paid by the State in computing the net rental income of the property for the purpose of determining the amount of Federal participation. The Bureau of Public Roads requirement that the Federal Government receive benefit of the Federal share of rental income from property, during the period when no Federal funds were invested in the property, without any deduction for interest, holding charges, or real property taxes paid by the State during such period, apparently has caused the State of Ohio to substantially reduce its advance right-of-way acquisition program.

Advance right-of-way acquisition means different things to different persons. Some States, as a part of their regular highway construction program, acquire rights-of-way for an entire section of highway as much as 5 years ahead of actual construction; whereas, other States may average 6 months or less. Acquisition of rights-of-way 5 years ahead of construction would be considered advance acquisition by the latter but not by the former. Obviously, there should be sufficient leadtime in advance of actual construction for the orderly, efficient, and economical acquisition of all rights-of-way

required for a project and for the disposal of improvements located thereon and the relocation of persons and businesses to be displaced by the project.

The committee views advance right-of-way acquisition as the purchase or condemnation of real property earlier than the normal scheduling of right-of-way acquisition for the current highway construction program. In most instances advance acquisition will not include all of the rights-of-way for entire projects but will be limited to isolated properties on which development is imminent; which may substantially increase in value before they would otherwise be acquired, because of changes in zoning, or other development in the area, etc.; or acquisition of which is desirable to relieve hardships on the owners. When the normal leadtime for acquisition of rights-of-way precedes construction by a substantial period the need for management of properties by the State may be similar to that for rights-of-way acquired as part of an advance acquisition program, and many similar considerations and problems may exist with respect to both.

Section 10 authorizes and directs the Secretary of Commerce to make a full and complete investigation and study of advance acquisition of rights-of-way for future construction of highways on the Federal-aid systems and to submit a report thereon, together with his recommendations, to the Congress not later than January 10, 1967. This study and report should include, but not be limited to, the advantages and disadvantages of advance right-of-way acquisition; the extent to which the several States now have legal authority to, and in fact do, acquire rights-of-way substantially in advance of highway construction and the sources and adequacy of funds for such purpose; the time required for removal and disposal of improvements located on rights-of-way and for the relocation of affected individuals, businesses, institutions, and organizations; the management of real property, after its acquisition and before its use for highway purposes, and the costs thereof, including, but not limited to, costs of maintenance and preservation of the property, insurance, and taxes; methods that could be employed, by both the State governments and the Federal Government, for financing advance right-of-way acquisition, including the possible creation of special funds, either revolving or nonrevolving, for such purpose; the extent to which Federal-aid funds should participate in the costs of advance acquisition of rights-of-way, including interest and holding charges, and in the costs of managing such properties until used for highway purposes; and the extent to which the Federal Government should share in the income produced by such properties.

The committee intends that the Secretary make this investigation and study in cooperation with the State highway departments to assure that full consideration is given to problems experienced and anticipated by the States in the advance acquisition of rights-of-way. The Secretary should also review the Federal laws, his regulations, and the pertinent directives and policy and administrative decisions of the Bureau of Public Roads to determine what changes, if any, need be made therein to more effectively provide for and encourage the advance acquisition of rights-of-way by the States.

STATE HIGHWAY DEPARTMENTS, SECTION 11

Section 11 of the reported bill amends subsection (a) of section 302 of title 23 of the United States Code which requires that any State desiring to avail itself of the provisions of title 23, United States Code, shall have a State highway department which shall have adequate powers and be suitably equipped and organized to discharge to the satisfaction of the Secretary of Commerce the duties required by title 23. This section is amended to allow the States in carrying out the requirements imposed upon them under subsection (a) of section 302, title 23, to engage, to the extent they deem necessary or desirable, the services of private engineering firms, is subject to requirements prescribed by the Secretary. At the present time, as was pointed out to the committee by the Bureau of Public Roads, the State highway departments can make use of private engineering firms under section 1.11(d) of part 1 of chapter 1 of the Code of Federal Regulations (Regulations for Administration of Federal Aid for Highways). The language that will be inserted and made a part of title 23 of the United States Code would not in any way affect the present policy of the Bureau in this matter. This section makes it clear that Congress intends that when needed, and subject to requirements prescribed by the Secretary, State highway departments may continue to avail themselves of the use of private engineering firms to assist them in the full-scale development of our Nation's highways. The early progress of the work toward the completion of the Interstate System would have been slower had it not been for the volume of design work accomplished by engineers in private practice. The widespread use of consulting engineers throughout the life of the present Federal-aid program can be shown quite clearly in the fact that most of the States during the last 10 years have taken advantage of the work of consultants to help speed highway construction.

RELOCATION ASSISTANCE STUDY, SECTION 12

For a number of years the committee has been aware of the need to take care of the problem of relocating and reestablishing persons, business concerns and nonprofit organizations to be displaced by construction of projects on the Federal-aid system. This was first recognized in the Federal-Aid Highway Act of 1962 which created section 133 of title 23 of the United States Code, entitled "Relocation Assistance." The operation of section 133 of title 23 of the United States Code has not been fully satisfactory and effective in bringing about the two aims intended thereunder: (1) full scale construction of highways in all sections of our country, particularly in urban areas, and (2) adequate recompense for those individuals, business concerns and nonprofit organizations to be relocated because of highway construction. The situation has worsened as construction of the Interstate System has moved into heavily developed urban areas.

The growth of our cities is phenomenal. They are faced with the need to improve the quality and quantity of housing facilities, educational and recreational facilities, and at the same time, bring about a full scale development of their transportation system, of which highways are, in the main, the chief form of movement in and out of urban areas. The committee feels that if a solution to this relocation problem can be developed it will be a great boon in constructing the

roads which are needed to clear up the transportation difficulties in our cities.

Section 12 of the reported bill authorizes the Secretary of Commerce, in cooperation with the Secretary of Housing and Urban Development, State highway departments, and other affected Federal and State agencies, to make a full and complete study and investigation to determine what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems and to submit a report of such findings, together with recommendations, to the Congress not later than January 10, 1967. The committee intends that this study among other things will include the question of full-scale payments to those who will be relocated, the coordination of highway construction with other types of construction within an area, the feasibility of constructing within the highway right-of-way or upon adjacent property, publicly or privately owned buildings or other facilities to aid in the relocation of displaced persons, businesses, and nonprofit organizations, and the sources of financing and the sharing of costs of such buildings and facilities.

One of the cornerstones of the Federal-aid highway system is its full-scale development in all our major urban areas. This study should help reach this goal.

HIGHWAY STUDY—GUAM AND THE VIRGIN ISLANDS, SECTION 12

With the increase in leisure time for all our citizens the need for new areas of recreation has broadened. The tourist industry encompasses all sections of the world. Americans are among the world's great tourists. They visit all sections of the globe. This includes two areas which are territories of the United States. One is the Virgin Islands, and the other, the territory of Guam. With the influx of tourists into both of these areas and with the increase in the permanent population in both of these areas, there has come a demand for an adequate, modern, and safe highway system to help develop these territories to the fullest extent possible.

The Virgin Islands and Guam are valuable and important territorial possessions of the United States. One of the keys to their growth is a good system of roads. The committee has, under section 13 of the legislation, authorized the Secretary of Commerce, in cooperation with the governments of Guam and the Virgin Islands, to make a study of the need for, and the estimates and planning surveys relative to, highway construction programs for Guam and the Virgin Islands and to report thereon to the Congress on or before January 10, 1967, which report shall include recommendations.

A letter dated May 11, 1966, to the chairman of the Subcommittee on Roads, the Honorable John C. Kluczynski, from Mrs. Ruth G. Van Cleve, Director of the Office of Territories of the Department of the Interior, points out the fact that there is no adequate highway system on the Virgin Islands or Guam and highlights the need for a study such as section 13 authorizes:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF TERRITORIES,
Washington, D.C., May 11, 1966.

Hon. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Roads, Committee on Public Works, House
of Representatives, Washington, D.C.*

DEAR MR. KLUCZYNSKI: This will confirm the advice furnished a committee staff member who called on May 10, 1966, to inquire whether this Department had authority to engage in or direct a program of highway construction in the Virgin Islands and/or Guam.

This Department, acting through the Office of Territories, does not possess the necessary authority or funds to engage in such a program of primary or secondary highway construction in either the territory of Guam or the Virgin Islands. It must be understood of course that this general statement refers to the construction of ordinary public roadways in the territories, since in both Guam and the Virgin Islands there are Federal areas, such as the Virgin Islands National Park and the military installations on Guam, in which this Department and the Department of Defense presumably possess the authority to construct necessary roads and trails.

Insofar as highway construction in the territories is concerned, the responsibility is vested in the local governments and it is discharged in a manner which may be equated with a State's roadbuilding activities, except, of course, no program of Federal highway aid is available to them. Neither territory receives direct Federal appropriations for the purpose of financing its general governmental activities, and in each territory a popularly elected local legislature approves the public works projects and appropriates the money required to finance them.

At the present time Guam is carrying out a program of rehabilitation authorized by Public Law 88-170 which provided for a \$45 million mixed grant and loan program to be administered by the Secretary of the Interior in conjunction with the Government of Guam. However, that rehabilitation program does not, nor is it expected to involve any substantial road construction.

If additional information should be required please let us know.

Sincerely yours,

Mrs. RUTH G. VAN CLEVE, *Director.*

SECTION-BY-SECTION ANALYSIS OF H.R. 14359

SECTION 1

Cites this act as the "Federal-Aid Highway Act of 1966."

SECTION 2. REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

Extends for 1 fiscal year (until June 30, 1972) the authorizations and increases by \$8.921 billion the total amount authorized for completion of the National System of Interstate and Defense Highways. The revised amounts authorized are as follows:

Fiscal year:

1968.....	\$3, 500, 000, 000
1969.....	4, 000, 000, 000
1970.....	4, 500, 000, 000
1971.....	4, 500, 000, 000
1972.....	4, 306, 000, 000

This section also contains language precluding the use of the authorizations for the Interstate System to carry out the provisions of title 23, United States Code, relating to control of outdoor advertising (sec. 131), junkyards (sec. 136), and landscaping and scenic enhancement (sec. 319(b)), as well as any provision of law relating to highway safety enacted after May 1, 1966.

SECTION 3. AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

This section authorizes use of the apportionment factors contained in table 5 of House Document 42, 89th Congress, by the Secretary of Commerce in making the apportionment for the fiscal years ending June 30, 1968 and 1969, of the sums authorized to be appropriated for such years for the National System of Interstate and Defense Highways.

SECTION 4. EXTENSION OF TIME FOR COMPLETION OF SYSTEM

This section provides conforming amendments to take into account the amendments made to section 108(b) of the Federal-Aid Highway Act of 1956 by section 2 of this act which adds an authorization for the fiscal year ending June 30, 1972, for completion of the Interstate System.

Subsection (a) declares it to be the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the 16 years' appropriations authorized for this purpose.

Subsection (b) extends by 1 year, until June 30, 1972, the application of the formula for apportionment of funds for the Interstate System. It further authorizes the Secretary, upon the approval of Congress, to use the Federal share of such approved estimate in making apportionment for the fiscal year ending June 30, 1972.

SECTION 5. FOUR-LANING THE INTERSTATE SYSTEM

This section requires that the geometric and construction standards for the Interstate System shall provide for not less than four traffic lanes for the main-traveled way of the Interstate System.

SECTION 6. AUTHORIZATION

This section provides authorizations for projects on the Federal-aid primary system, the Federal-aid secondary system and extensions of these systems in urban areas, for the fiscal years 1968 and 1969. The section also authorizes funds for these fiscal years for forest highways, public lands highways, forest development roads and trails, public lands development roads and trails, park roads and trails, parkways, and Indian reservation roads and bridges. For the Federal-aid systems, the following sums are authorized for the fiscal years 1968 and 1969:

	1968	1969
Primary.....	\$450,000,000	\$450,000,000
Secondary.....	300,000,000	300,000,000
Urban.....	250,000,000	250,000,000
Total.....	1,000,000,000	1,000,000,000

This section also contains language precluding the use of the above authorizations to carry out the provisions of title 23, United States Code, relating to control of outdoor advertising (sec. 131), junkyards (sec. 136), and landscaping and scenic enhancement (sec. 319(b)), as well as any provision of law relating to highway safety enacted after May 1, 1966.

The following sums, identical to the sums authorized for 1966 and 1967, are authorized for forest highways and public lands highways for the fiscal years 1968 and 1969:

	1968	1969
Forest highways.....	\$33,000,000	\$33,000,000
Public lands highways.....	7,000,000	7,000,000

The sums authorized for the fiscal years 1968 and 1969 for certain categories of roads administered by the Department of Agriculture and the Department of the Interior are as follows:

	1968	1969
Forest development roads and trails.....	\$170,000,000	\$170,000,000
Public lands development roads and trails.....	2,000,000	3,000,000
Park roads and trails.....	25,000,000	30,000,000
Parkways.....	9,000,000	11,000,000
Indian reservation roads and bridges.....	18,000,000	23,000,000

SECTION 7. HIGHWAY BEAUTIFICATION

Subsections (a) and (b) amend sections 131, 136, and 319(b) of title 23, United States Code, to make applicable the provisions of title 23 relating to the obligation, period of availability, and expenditure of Federal-aid primary funds, to funds authorized to carry out those sections after June 30, 1967.

Subsection (c) adds a new section 137 to title 23, United States Code, entitled "Limitation on authorization of appropriations for certain purposes."

Subsection (a) of this new section provides that neither sections 131, 136, and 319(b) of title 23 relating to highway beautification, nor any provision of law enacted after May 1, 1966, relating to highway safety, shall be authority for appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

Subsection (b) provides that any appropriation to carry out sections 131, 136, or 319(b) of title 23 or any provision of law enacted after May 1, 1966, relating to highway safety, must be authorized by a provision of law specifically setting forth the total amount authorized to be appropriated for the fiscal year to carry out such sections or provisions.

Subsection (c) limits appropriations from the Highway Trust Fund to carry out sections 131, 136, and 319(b) of title 23 relating to highway beautification and any provision of law relating to highway safety enacted after May 1, 1966, to (1) an aggregate amount not in excess of appropriations to the trust fund from the imposition of a 1-percent excise tax as may be imposed under section 4061(a)(2) of the Internal Revenue Code of 1954, plus (2) such additional amounts as are ap-

propriated from the general fund to the trust fund for the purpose of carrying out such sections or provisions.

SECTION 8. AUTHORIZATION OF APPROPRIATIONS FOR BEAUTIFICATION

This section authorizes appropriations of (a) \$80 million for each of the fiscal years 1968 and 1969 to carry out section 131 of title 23, United States Code relating to the control of outdoor advertising; (b) \$28 million for fiscal year 1968 and \$20 million for fiscal year 1969 to carry out section 136 of title 23, United States Code, relating to control of junkyards; and (c) \$135 million for fiscal year 1968 and \$150 million for fiscal year 1969 to carry out section 319(b) of title 23, United States Code, relating to landscaping and scenic enhancement.

SECTION 9. EMERGENCY RELIEF

Subsections (a) and (b) of this section amend sections 120(f) and 125(c) of title 23, United States Code, to make parkways, public lands highways, and public lands development roads and trails eligible for emergency fund financing on the same basis as other Federal domain roads.

Subsection (c) amends section 125(a) of title 23, United States Code, by increasing the emergency relief authorization from not to exceed \$30 million to not to exceed \$50 million annually, and provides that the unexpended balance shall remain available for expenditure during the next 2 succeeding fiscal years, in addition to amounts otherwise available to carry out this section. To meet the expenditures under this section, for any fiscal year, 60 percent is authorized to be appropriated from the Highway Trust Fund and the remaining 40 percent from the general fund of the Treasury.

Subsection (d) establishes July 1, 1966, as the effective date of these amendments.

SECTION 10. STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

This section authorizes and directs the Secretary of Commerce to make full and complete investigation and study of the advance acquisition of rights-of-way for future construction on the Federal-aid highway systems. A report of the results of such study, together with recommendations, shall be submitted to Congress by January 10, 1967.

SECTION 11. STATE HIGHWAY DEPARTMENTS

This section amends section 302(a) of title 23, United States Code, to permit State highway departments to engage the services of private engineering firms, subject to requirements prescribed by the Secretary. This gives statutory recognition to existing provisions of section 1.111(d) of part 1, chapter 1, Code of Federal Regulations (Regulations for Administration of Federal Aid for Highways).

SECTION 12. RELOCATION ASSISTANCE STUDY

This section authorizes and directs the Secretary of Commerce to make, in cooperation with the Secretary of Housing and Urban Development, the State highway departments and other affected Federal and State agencies, a full and complete study and investiga-

tion for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems. A report of the findings of such study and investigation, together with recommendations, shall be submitted to Congress by January 10, 1967.

SECTION 13. HIGHWAY STUDY—GUAM AND THE VIRGIN ISLANDS

This section authorizes the Secretary of Commerce, in cooperation with the governments of Guam and the Virgin Islands, to make studies of the need for, estimates of cost, and planning surveys relative to highway construction programs for Guam and the Virgin Islands. A report of the results of such study, together with recommendations, shall be submitted to Congress by January 10, 1967. The sum of \$150,000 is authorized to be appropriated from the general fund of the Treasury, to remain available until expended, for the purpose of carrying out this section.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in *roman*):

SECTION 108(b) OF THE FEDERAL-AID HIGHWAY ACT OF 1956, AS AMENDED

(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of **[\$3,000,000,000]** *\$3,500,000,000* for the fiscal year ending June 30, 1968, the additional sum of **[\$3,000,000,000]** *\$4,000,000,000* for the fiscal year ending June 30, 1969, the additional sum of **[\$3,000,000,000]** *\$4,500,000,000* for the

fiscal year ending June 30, 1970, [and] the additional sum of [\$2,885,000,000] \$4,500,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$4,306,000,000 for the fiscal year ending June 30, 1972. *Nothing in this subsection shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966.*

TITLE 23, UNITED STATES CODE

Chapter 1.—FEDERAL-AID HIGHWAYS

Sec.

101. Definitions and declaration of policy.
102. Authorizations.
103. Federal-aid systems.
104. Apportionment.
105. Programs.
106. Plans, specifications, and estimates.
107. Acquisition of rights-of-way—Interstate System.
108. Advance acquisition of rights-of-way.
109. Standards.
110. Project agreements.
111. Use of and access to rights-of-way—Interstate System.
112. Letting of contracts.
113. Prevailing rate of wage—Interstate System.
114. Construction.
115. Construction by States in advance of apportionment—Interstate System.
116. Maintenance.
117. Secondary road responsibility.
118. Availability of sums apportioned.
119. Administration of Federal-aid for highways in Alaska.
120. Federal share payable.
121. Payment to States for construction.
122. Payment to States for bond retirement.
123. Relocation of utility facilities.
124. Advances to States.
125. Emergency relief.
126. Diversion.
127. Vehicle weight and width limitations—Interstate System.
128. Public hearings.
129. Toll roads, bridges, tunnels, and ferries.
130. Railway-highway crossings.
131. Control of outdoor advertising.
132. Payments on Federal-aid projects undertaken by a Federal agency.
133. Relocation assistance.
134. Transportation planning in certain urban areas.
135. Highway safety programs.
136. Control of junkyards.
137. *Limitation on authorization of appropriations for certain purposes.*

§ 101. Definitions and declaration of policy.

(a) As used in this title, unless the context requires otherwise—

The term “apportionment” in accordance with section 104 of this title includes unexpended apportionments made under prior acts.

The term “construction” means the supervising, inspecting, actual building, and all expenses incidental to the construction or reconstruction of a highway, including locating, surveying, and mapping (including the establishment of temporary and permanent geodetic markers in accordance with specifications of the Coast and Geodetic Survey in the Department of Commerce), costs of rights-of-way, and elimination of hazards of railway-grade crossings.

The term "county" includes corresponding units of government under any other name in States which do not have county organizations, and likewise in those States in which the county government does not have jurisdiction over highways it may be construed to mean any local government unit vested with jurisdiction over local highways.

The term "forest road or trail" means a road or trail wholly or partly within or adjacent to and serving the national forests.

The term "forest development roads and trails" means those forest roads or trails of primary importance for the protection, administration, and utilization of the national forests, or where necessary, for the use and development of the resources upon which communities within or adjacent to the national forests are dependent.

The term "forest highway" means a forest road which is of primary importance to the States, counties, or communities within, adjoining, or adjacent to the national forests.

The term "highway" includes roads, streets, and parkways, and also includes rights-of-way, bridges, railroad-highway crossings, tunnels, drainage structures, signs, guardrails, and protective structures, in connection with highways. It further includes that portion of any interstate or international bridge or tunnel and the approaches thereto, the cost of which is assumed by a State highway department including such facilities as may be required by the United States Customs and Immigration Services in connection with the operation of an international bridge or tunnel.

The term "Federal-aid highways" means highways located on one of the Federal-aid systems described in section 103 of this title.

The term "Indian reservation roads and bridges" means roads and bridges that are located within an Indian reservation or that provide access to an Indian reservation or Indian land, and that are jointly designated by the Secretary of the Interior and the Secretary as a part of the Indian Bureau road system.

The term "maintenance" means the preservation of the entire highway, including surface, shoulders, roadsides, structures, and such traffic-control devices as are necessary for its safe and efficient utilization.

The term "park roads and trails" means those roads or trails, including the necessary bridges, located in national parks or monuments, now or hereafter established, or in other areas administered by the National Park Service of the Department of the Interior (excluding parkways authorized by Acts of Congress) and also including approach roads to national parks or monuments authorized by the Act of January 31, 1931 (46 Stat. 1053), as amended.

The term "parkway" as used in chapter 2 of this title, means a parkway authorized by an Act of Congress on lands to which title is vested in the United States.

The term "project" means an undertaking to construct a particular portion of a highway, or if the context so implies, the particular portion of a highway so constructed.

The term "project agreement" means the formal instrument to be executed by the State highway department and the Secretary as required by the provisions of subsection (a) of section 110 of this title.

The term "public lands development roads and trails" means those roads or trails which the Secretary of the Interior determines are of primary importance for the development, protection, administration, and utilization of public lands and resources under his control.

The term "public lands highways" means main highways through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations.

The term "rural areas" means all areas of a State not included in urban areas.

The term "Secretary" means Secretary of Commerce.

The term "State" means any one of the fifty States, the District of Columbia, or Puerto Rico.

The term "State funds" includes funds raised under the authority of the State or any political or other subdivision thereof, and made available for expenditure under the direct control of the State highway department.

The term "State highway department" means that department, commission, board, or official of any State charged by its laws with the responsibility for highway construction.

The term "Federal-aid system" means any one of the Federal-aid highway systems described in section 103 of this title.

The term "Federal aid primary system" means the Federal-aid highway system described in subsection (b) of section 103 of this title.

The term "Federal-aid secondary system" means the Federal-aid highway system described in subsection (c) of section 103 of this title.

The term "Interstate System" means the National System of Interstate and Defense Highways described in subsection (d) of section 103 of this title.

The term "urban area" means an area including and adjacent to a municipality or other urban place having a population of five thousand or more, as determined by the latest available Federal census, within boundaries to be fixed by a State highway department subject to the approval of the Secretary.

(b) It is hereby declared to be in the national interest to accelerate the construction of the Federal-aid highway systems, including the National System of Interstate and Defense Highways, since many of such highways, or portions thereof, are in fact inadequate to meet the needs of local and interstate commerce, for the national and civil defense.

It is hereby declared that the prompt and early completion of the National System of Interstate and Defense Highways, so named because of its primary importance to the national defense and hereafter referred to as the "Interstate System", is essential to the national interest and is one of the most important objectives of this Act. It is the intent of Congress that the Interstate System be completed as nearly as practicable over the period of availability of the [fifteen] *sixteen* years' appropriations authorized for the purpose of expediting its construction, reconstruction, or improvement, inclusive of necessary tunnels and bridges, through the fiscal year ending June 30, [1971] 1972, under section 108(b) of the Federal-Aid Highway Act of 1956 (70 Stat. 374), and that the entire System in all States be brought to simultaneous completion. Insofar as possible in consonance with this objective, existing highways located on an interstate route shall be used to the extent that such use is practicable, suitable, and feasible, it being the intent that local needs, to the extent practicable, suitable, and feasible, shall be given equal consideration with the needs of interstate commerce.

§ 104. Apportionment.

(a) Whenever an apportionment is made of the sums authorized to be appropriated for expenditure upon the Federal-aid systems, the Secretary shall deduct a sum, in such amount not to exceed 3¾ per centum of all sums so authorized, as the Secretary may deem necessary for administering the provisions of law to be financed from appropriations for the Federal-aid systems and for carrying on the research authorized by subsections (a) and (b) of section 307 of this title. In making such determination, the Secretary shall take into account the unexpended balance of any sums deducted for such purposes in prior years. The sum so deducted shall be available for expenditure from the unexpended balance of any appropriation made at any time for expenditure upon the Federal-aid systems, until such sum has been expended.

(b) On or before January 1 next preceding the commencement of each fiscal year, except as provided in paragraphs (4) and (5) of this subsection, the Secretary, after making the deduction authorized by subsection (a) of this section, shall apportion the remainder of the sums authorized to be appropriated for expenditure upon the Federal-aid systems for that fiscal year, among the several States in the following manner:

(1) For the Federal-aid primary system:

One-third in the ratio which the area of each State bears to the total area of all the States; one-third in the ratio which the population of each State bears to the total population of all the States as shown by the latest available Federal census; one-third in the ratio which the mileage of rural delivery routes and star routes in each State bears to the total mileage of rural delivery and star routes in all the States at the close of the next preceding calendar year, as shown by a certificate of the Postmaster General, which he is directed to make and furnish annually to the Secretary. No State shall receive less than one-half of 1 per centum of each year's apportionment.

(2) For the Federal-aid secondary system:

One-third in the ratio which the area of each State bears to the total area of all the States; one-third in the ratio which the rural population of each State bears to the total rural population of all the States as shown by the latest available Federal census; and one-third in the ratio which the mileage of rural delivery and star routes, certified as above provided, in each State bears to the total mileage of rural delivery and star routes in all the States. No State shall receive less than one-half of 1 per centum of each year's apportionment.

(3) For extensions of the Federal-aid primary and Federal-aid secondary systems within urban areas:

In the ratio which the population in municipalities and other urban places of five thousand or more in each State bears to the total population in municipalities and other urban places of five thousand or more in all the States as shown by the latest available Federal census.

(4) For the Interstate System, for the fiscal years ending June 30, 1957, June 30, 1958, and June 30, 1959:

One-half in the ratio which the population of each State bears to the total population of all the States as shown by

the latest available Federal census, except that no States shall receive less than three-fourths of 1 per centum of the funds so apportioned; and one-half in the manner provided in paragraph (1) of this subsection. The sums authorized by section 108 (b) of the Federal-Aid Highway Act of 1956 for the fiscal years ending June 30, 1958, and June 30, 1959, shall be apportioned on a date not less than six months and not more than twelve months in advance of the beginning of the fiscal year for which authorized.

(5) For the Interstate System for the fiscal years 1960 through [1971] 1972:

For the fiscal years 1960 through 1966, in the ratio which the estimated cost of completing the Interstate System in such State, as determined and approved in the manner provided in this paragraph, bears to the sum of the estimated cost of completing the Interstate System in all of the States. For the fiscal years 1967 through [1971] 1972, in the ratio which the Federal share of the estimated cost of completing the Interstate System in such State, as determined and approved in the manner provided in this paragraph, bears to the sum of the estimated cost of the Federal share of completing the Interstate System in all of the States. Each apportionment herein authorized for the fiscal years 1960 through [1971] 1972, inclusive shall be made on a date as far in advance of the beginning of the fiscal year for which authorized as practicable but in no case more than eighteen months prior to the beginning of the fiscal year for which authorized. As soon as the standards provided for in subsection (b) of section 109 of this title have been adopted, the Secretary, in cooperation with the State highway departments, shall make a detailed estimate of the cost of completing the Interstate System as then designated, after taking into account all previous apportionments made under this section, based upon such standards and in accordance with rules and regulations adopted by him and applied uniformly to all of the States. The Secretary shall transmit such estimates to the Senate and the House of Representatives within ten days subsequent to January 2, 1958. Upon approval of such estimate by the Congress by concurrent resolution, the Secretary shall use such approved estimate in making apportionments for the fiscal years ending June 30, 1960, June 30, 1961, and June 30, 1962. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1961. Upon approval of such estimate by the Congress by concurrent resolution, the Secretary shall use such approved estimate in making apportionments for the fiscal years ending June 30, 1963, June 30, 1964, June 30, 1965, and June 30, 1966. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking

into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1965. Upon the approval of such estimate by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal years ending June 30, 1967; June 30, 1968; and June 30, 1969. The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1968. Upon the approval by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal year ending June 30, 1970. The Secretary shall make a final revised estimate of the cost of completing the then designated Interstate System after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within ten days subsequent to January 2, 1969. Upon the approval by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the [fiscal year ending June 30, 1971] *fiscal years ending June 30, 1971, and June 30, 1972*. Whenever the Secretary, pursuant to this subsection, requests and receives estimates of cost from the State highway departments, he shall furnish copies of such estimates at the same time to the Senate and the House of Representatives.

(c) Not more than 20 per centum of the amount apportioned in any fiscal year, commencing with the apportionment of funds authorized to be appropriated under subsection (a) of section 102 of the Federal-Aid Highway Act of 1956 (70 Stat. 374), to each State in accordance with paragraphs (1), (2), or (3) of subsection (b) of this section may be transferred from the apportionment under one paragraph to the apportionment under any other of such paragraphs if such a transfer is requested by the State highway department and is approved by the Governor of such State and the Secretary as being in the public interest. The total of such transfers shall not increase the original apportionment under any of such paragraphs by more than 20 per centum. Nothing contained in this subsection shall alter or impair the authority contained in subsection (d) of this section.

(d) Any funds which are apportioned under paragraph (2) of subsection (b) of this section for the Federal-aid secondary system to a State in which all public roads and highways are under the control and supervision of the State highway department may, if the State highway department and the Secretary jointly agree that such funds are not needed for the Federal-aid secondary system, be expended for projects on another Federal-aid system.

(e) On or before January 1 preceding the commencement of each fiscal year, the Secretary shall certify to each of the State highway departments the sums which he has apportioned hereunder to each State

for such fiscal year, and also the sums which he has deducted for administration and research pursuant to subsection (a) of this section.

* * * * *

§ 109. Standards.

(a) The Secretary shall not approve plans and specifications for proposed projects on any Federal-aid system if they fail to provide for a facility (1) that will adequately meet the existing and probable future traffic needs and conditions in a manner conducive to safety, durability, and economy of maintenance; (2) that will be designed and constructed in accordance with standards best suited to accomplish the foregoing objectives and to conform to the particular needs of each locality.

(b) The geometric and construction standards to be adopted for the Interstate System shall be those approved by the Secretary in cooperation with the State highway departments. Such standards, as applied to each actual construction project, shall be adequate to enable such project to accommodate the types and volumes of traffic anticipated for such project for the twenty-year period commencing on the date of approval by the Secretary, under section 106 of this title, of the plans, specifications, and estimates for actual construction of such project **[.]**, *except that such standards shall provide for not less than four traffic lanes for the main traveled way of the Interstate System.* The right-of-way width of the Interstate System shall be adequate to permit construction of projects on the Interstate System to such standards. The Secretary shall apply such standards uniformly throughout all the States.

(c) Projects on the Federal-aid secondary system in which Federal funds participate shall be constructed according to specifications that will provide all-weather service and permit maintenance at a reasonable cost.

(d) On any highway project in which Federal funds hereafter participate, or on any such project constructed since December 20, 1944, the location, form and character of informational, regulatory and warning signs, curb and pavement or other markings, and traffic signals installed or placed by any public authority or other agency, shall be subject to the approval of the State highway department with the concurrence of the Secretary, who is directed to concur only in such installations as will promote the safe and efficient utilization of the highways.

(e) No funds shall be approved for expenditure on any Federal-aid highway, or highway affected under chapter 2 of this title, unless proper safety protective devices complying with safety standards determined by the Secretary at that time as being adequate shall be installed or be in operation at any highway and railroad grade crossing or drawbridge on that portion of the highway with respect to which such expenditures are to be made.

(f) The Secretary shall not, as a condition precedent to his approval under section 106 of this title, require any State to acquire title to, or control of, any marginal land along the proposed highway in addition to that reasonably necessary for road surfaces, median strips, gutters, ditches, and side slopes, and of sufficient width to provide service roads for adjacent property to permit safe access at controlled

locations in order to expedite traffic, promote safety, and minimize roadside parking.

* * * * *

§ 120. Federal share payable.

(a) Subject to the provisions of subsection (d) of this section, the Federal share payable on account of any project, financed with primary, secondary, or urban funds, on the Federal-aid primary system and the Federal-aid secondary system shall not exceed 50 per centum of the cost of construction, except that in the case of any State containing nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments, exceeding 5 per centum of the total area of all lands therein, the Federal share shall be increased by a percentage of the remaining cost equal to the percentage that the area of all such lands in such State, is of its total area.

(b) Subject to the provisions of subsection (d) of this section, the Federal share payable on account of any project, financed with interstate funds on the Interstate System, authorized to be appropriated prior to June 29, 1956, shall not exceed 60 per centum of the cost of construction, except that in the case of any State containing unappropriated and unreserved public lands and nontaxable Indian lands, individual and tribal, exceeding 5 per centum of the total area of all lands therein, the Federal share shall be increased by a percentage of the remaining cost equal to the percentage that the area of all such lands in such State, is of its total area. The provisions of subsection (a) of this section shall apply to any project financed with funds authorized by the provisions of section 2 of the Federal-Aid Highway Act of 1952.

(c) Subject to the provisions of subsection (d) of this section, the Federal share payable on account of any project on the Interstate System provided for by funds made available under the provisions of section 108(b) of the Federal-Aid Highway Act of 1956 shall be increased to 90 per centum of the total cost thereof, plus a percentage of the remaining 10 per centum of such cost in any State containing unappropriated and unreserved public lands and nontaxable Indian lands, individual and tribal, exceeding 5 per centum of the total area of all lands therein, equal to the percentage that the area of such lands in such State is of its total area, except that such Federal share payable on any project in any State shall not exceed 95 per centum of the total cost of such project.

(d) The Federal share payable on account of any project for the elimination of hazards of railway-highway crossings, as more fully described and subject to the conditions and limitations set forth in section 130 of this title, may amount to 100 per centum of the cost of construction of such projects, except that not more than 50 per centum of the right-of-way and property damage costs, paid from public funds, on any such project, may be paid from sums apportioned in accordance with section 104 of this title: *Provided*, That not more than 10 per centum of all the sums apportioned for all the Federal-aid systems for any fiscal year in accordance with section 104 of this title shall be used under this subsection.

(e) The Secretary may rely on a statement from the Secretary of the Interior as to the area of the lands referred to in subsections

(a) and (b) of this section. The Secretary of the Interior is authorized and directed to provide such statement annually.

(f) The Federal share payable on account of any repair or reconstruction provided for by funds made available under section 125 of this title shall not exceed 50 per centum of the cost thereof: *Provided*, That, in the case of any State containing nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and unreserved) exclusive of national forests and national parks and monuments exceeding 5 per centum of the total area of all lands therein, the Federal share shall be increased by a percentage of the remaining cost equal to the percentage that the area of all such lands in such State, is of its total area: *Provided further*, That the Federal share payable on account of any repair or reconstruction of forest highways, forest development roads and trails, park roads and trails, *parkways, public lands highways, public lands development roads and trails*, and Indian reservation roads may amount to 100 per centum of the cost thereof, whether or not such highways, roads, or trails are on any Federal-aid highway system. Any project agreement for which the final voucher has not been approved by the Secretary on or before the date of this Act may be modified to provide for the Federal share authorized herein.

(g) The Secretary is authorized to cooperate with the State highway departments and with the Department of the Interior in the construction of Federal-aid highways within Indian reservations and national parks and monuments under the jurisdiction of the Department of the Interior and to pay the amount assumed therefor from the funds apportioned in accordance with section 104 of this title to the State wherein the reservations and national parks and monuments are located.

* * * * *

§ 125. Emergency relief.

(a) An emergency fund is authorized for expenditure by the Secretary, subject to the provisions of this section and section 120, for the repair or reconstruction of highways, roads, and trails which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States. [The appropriation of such moneys, not to exceed \$30,000,000, as may be necessary for the initial establishment of this fund and for its replenishment on an annual basis is authorized.] *Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000, the unexpended balance of such amount shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated. Pending such appropriation or replenishment the Secretary may expend from any funds heretofore*

or hereafter appropriated for expenditure in accordance with the provisions of this title, including existing Federal-aid appropriations, such sums as may be necessary for the immediate prosecution of the work herein authorized, such appropriations to be reimbursed from the appropriations herein authorized when made.

(b) The Secretary may expend funds from the emergency fund herein authorized for the repair or reconstruction of highways on the Federal-aid highway systems, including the Interstate System, in accordance with the provisions of this chapter. Except as to highways, roads, and trails mentioned in subsection (c) of this section, no funds shall be so expended unless the Secretary has received an application therefor from the State highway department, and unless an emergency has been declared by the Governor of the State and concurred in by the Secretary.

(c) The Secretary may expend funds from the emergency fund herein authorized, either independently or in cooperation with any other branch of the Government, State agency, organization, or person, for the repair or reconstruction of forest highways, forest development roads and trails, park roads and trails, *parkways*, *public lands highways*, *public lands development roads and trails*, and Indian reservation roads, whether or not such highways, roads, or trails are on any of the Federal-aid highway systems.

* * * * *

§ 131. Control of outdoor advertising.

(a) The Congress hereby finds and declares that the erection and maintenance of outdoor advertising signs, displays, and devices in areas adjacent to the Interstate System and the primary system should be controlled in order to protect the public investment in such highways, to promote the safety and recreational value of public travel, and to preserve natural beauty.

(b) Federal-aid highway funds apportioned on or after January 1, 1968, to any State which the Secretary determines has not made provision for effective control of the erection and maintenance along the Interstate System and the primary system of outdoor advertising signs, displays, and devices which are within six hundred and sixty feet of the nearest edge of the right-of-way and visible from the main traveled way of the system, shall be reduced by amounts equal to 10 per centum of the amounts which would otherwise be apportioned to such State under section 104 of this title, until such time as such State shall provide for such effective control. Any amount which is withheld from apportionment to any State hereunder shall be reapportioned to the other States. Whenever he determines it to be in the public interest, the Secretary may suspend, for such periods as he deems necessary, the application of this subsection to a State.

(c) Effective control means that after January 1, 1968, such signs, displays, and devices shall, pursuant to this section, be limited to (1) directional and other official signs and notices, which signs and notices shall include, but not be limited to, signs and notices pertaining to natural wonders, scenic and historical attractions, which are required or authorized by law, which shall conform to national standards hereby authorized to be promulgated by the Secretary hereunder, which standards shall contain provisions concerning the lighting, size, number, and spacing of signs, and such other requirements as may be appropriate to implement this section, (2) signs, displays, and devices

advertising the sale or lease of property upon which they are located, and (3) signs, displays, and devices advertising activities conducted on the property on which they are located.

(d) In order to promote the reasonable, orderly and effective display of outdoor advertising while remaining consistent with the purposes of this section, signs, displays, and devices whose size, lighting and spacing, consistent with customary use is to be determined by agreement between the several States and the Secretary, may be erected and maintained within six hundred and sixty feet of the nearest edge of the right-of-way within areas adjacent to the Interstate and primary systems which are zoned industrial or commercial under authority of State law, or in unzoned commercial or industrial areas as may be determined by agreement between the several States and the Secretary. The States shall have full authority under their own zoning laws to zone areas for commercial or industrial purposes, and the actions of the States in this regard will be accepted for the purposes of this Act. Nothing in this subsection shall apply to signs, displays, and devices referred to in clauses (2) and (3) of subsection (c) of this section.

(e) Any sign, display, or device lawfully in existence along the Interstate System or the Federal-aid primary system on September 1, 1965, which does not conform to this section shall not be required to be removed until July 1, 1970. Any other sign, display, or device lawfully erected which does not conform to this section shall not be required to be removed until the end of the fifth year after it becomes nonconforming.

(f) The Secretary shall, in consultation with the States, provide within the rights-of-way for areas at appropriate distances from interchanges on the Interstate System, on which signs, displays, and devices giving specific information in the interest of the traveling public may be erected and maintained. Such signs shall conform to national standards to be promulgated by the Secretary.

(g) Just compensation shall be paid upon the removal of the following outdoor advertising signs, displays, and devices—

(1) those lawfully in existence on the date of enactment of this subsection,

(2) those lawfully on any highway made a part of the interstate or primary system on or after the date of enactment of this subsection and before January 1, 1968, and

(3) those lawfully erected on or after January 1, 1968.

The Federal share of such compensation shall be 75 per centum. Such compensation shall be paid for the following:

(A) The taking from the owner of such sign, display, or device of all right, title, leasehold, and interest in such sign, display, or device; and

(B) The taking from the owner of the real property on which the sign, display, or device is located, of the right to erect and maintain such signs, displays, and devices thereon.

(h) All public lands or reservations of the United States which are adjacent to any portion of the Interstate System and the primary system shall be controlled in accordance with the provisions of this section and the national standards promulgated by the Secretary.

(i) In order to provide information in the specific interest of the traveling public, the State highway departments are authorized to maintain maps and to permit informational directories and advertising

pamphlets to be made available at safety rest areas. Subject to the approval of the Secretary, a State may also establish information centers at safety rest areas for the purpose of informing the public of places of interest within the State and providing such other information as a State may consider desirable.

(j) Any State highway department which has, under this section as in effect on June 30, 1965, entered into an agreement with the Secretary to control the erection and maintenance of outdoor advertising signs, displays, and devices in areas adjacent to the Interstate System shall be entitled to receive the bonus payments as set forth in the agreement, but no such State highway department shall be entitled to such payments unless the State maintains the control required under such agreement or the control required by this section, whichever control is stricter. Such payments shall be paid only from appropriations made to carry out this section. The provisions of this subsection shall not be construed to exempt any State from controlling outdoor advertising as otherwise provided in this section.

(k) Nothing in this section shall prohibit a State from establishing standards imposing stricter limitations with respect to signs, displays, and devices on the Federal-aid highway systems than those established under this section.

(l) Not less than sixty days before making a final determination to withhold funds from a State under subsection (b) of this section, or to do so under subsection (b) of section 136, or with respect to failing to agree as to the size, lighting, and spacing of signs, displays, and devices or as to unzoned commercial or industrial areas in which signs, displays, and devices may be erected and maintained under subsection (d) of this section, or with respect to failure to approve under subsection (g) of section 136, the Secretary shall give written notice to the State of his proposed determination and a statement of the reasons therefor, and during such period shall give the State an opportunity for a hearing on such determination. Following such hearing the Secretary shall issue a written order setting forth his final determination and shall furnish a copy of such order to the State. Within forty-five days of receipt of such order, the State may appeal such order to any United States district court for such State, and upon the filing of such appeal such order shall be stayed until final judgment has been entered on such appeal. Summons may be served at any place in the United States. The court shall have jurisdiction to affirm the determination of the Secretary or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the United States court of appeals for the circuit in which the State is located and to the Supreme Court of the United States upon certiorari or certification as provided in title 28, United States Code, section 1254. If any part of an apportionment to a State is withheld by the Secretary under subsection (b) of this section or subsection (b) of section 136, the amount so withheld shall not be reapportioned to the other States as long as a suit brought by such State under this subsection is pending. Such amount shall remain available for apportionment in accordance with the final judgment and this subsection. Funds withheld from apportionment and subsequently apportioned or reapportioned under this section shall be available for expenditure for three full fiscal years after the date of such apportionment or reapportionment as the case may be.

(m) There is authorized to be appropriated to carry out the provisions of this section, out of any money in the Treasury not otherwise

appropriated, not to exceed \$20,000,000 for the fiscal year ending June 30, 1966, and not exceeding \$20,000,000 for the fiscal year ending June 30, 1967. [No part of the Highway Trust Fund shall be available to carry out this section.] *The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967.*

* * * * *

§ 136. Control of junkyards.

(a) The Congress hereby finds and declares that the establishment and use and maintenance of junkyards in areas adjacent to the Interstate System and the primary system should be controlled in order to protect the public investment in such highways, to promote the safety and recreational value of public travel, and to preserve natural beauty.

(b) Federal-aid highway funds apportioned on or after January 1, 1968, to any State which the Secretary determines has not made provision for effective control of the establishment and maintenance along the Interstate System and the primary system of outdoor junkyards, which are within one thousand feet of the nearest edge of the right-of-way and visible from the main traveled way of the system, shall be reduced by amounts equal to 10 per centum of the amounts which would otherwise be apportioned to such State under section 104 of this title, until such time as such State shall provide for such effective control. Any amount which is withheld from apportionment to any State hereunder shall be reapportioned to the other States. Whenever he determines it to be in the public interest, the Secretary may suspend, for such periods as he deems necessary, the application of this subsection to a State.

(c) Effective control means that by January 1, 1968, such junkyards shall be screened by natural objects, plantings, fences, or other appropriate means so as not to be visible from the main traveled way of the system, or shall be removed from sight.

(d) The term "junk" shall mean old or scrap copper, brass, rope, rags, batteries, paper, trash, rubber debris, waste, or junked, dismantled, or wrecked automobiles, or parts thereof, iron, steel, and other old or scrap ferrous or nonferrous material.

(e) The term "automobile graveyard" shall mean any establishment or place of business which is maintained, used, or operated for storing, keeping, buying, or selling wrecked, scrapped, ruined, or dismantled motor vehicles or motor vehicle parts.

(f) The term "junkyard" shall mean an establishment or place of business which is maintained, operated, or used for storing, keeping, buying, or selling junk, or for the maintenance or operation of an automobile graveyard, and the term shall include garbage dumps and sanitary fills.

(g) Notwithstanding any provision of this section, junkyards, auto graveyards, and scrap metal processing facilities may be operated within areas adjacent to the Interstate System and the primary system which are within one thousand feet of the nearest edge of the right-of-way and which are zoned industrial under authority of State law, or which are not zoned under authority of State law, but are used for industrial activities, as determined by the several States subject to approval by the Secretary.

(h) Notwithstanding any provision of this section, any junkyard in existence on the date of enactment of this section which does not conform to the requirements of this section and which the Secretary finds as a practical matter cannot be screened, shall not be required to be removed until July 1, 1970.

(i) The Federal share of landscaping and screening costs under this section shall be 75 per centum.

(j) Just compensation shall be paid the owner for the relocation, removal, or disposal of the following junkyards—

(1) those lawfully in existence on the date of enactment of this subsection.

(2) those lawfully along any highway made a part of the interstate or primary system on or after the enactment of this subsection and before January 1, 1968, and

(3) those lawfully established on or after January 1, 1968.

The Federal share of such compensation shall be 75 per centum.

(k) All public lands or reservations of the United States which are adjacent to any portion of the interstate and primary systems shall be effectively controlled in accordance with the provisions of this section.

(l) Nothing in this section shall prohibit a State from establishing standards imposing stricter limitations with respect to outdoor junkyards on the Federal-aid highway systems than those established under this section.

(m) There is authorized to be appropriated to carry out this section, out of any money in the Treasury not otherwise appropriated, not to exceed \$20,000,000 for the fiscal year ending June 30, 1966, and not to exceed \$20,000,000 for the fiscal year ending June 30, 1967. [No part of the Highway Trust Fund shall be available to carry out this section.] *The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967.*

§ 137. Limitation on authorization of appropriations for certain purposes

(a) Notwithstanding any other provision of law, neither sections 131, 136, and 319(b) of this title, nor any provision of law relating to highway safety enacted after May 1, 1966, shall be construed to be authority for any appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

(b) Any appropriation to carry out section 131, 136, or 319(b) of this title or any provision of law relating to highway safety enacted after May 1, 1966, must be authorized by a provision of law specifically setting forth the total amount authorized to be appropriated for the fiscal year to carry out such section or other provision of law.

(c) The highway trust fund established by section 209 of the Highway Revenue Act of 1956 shall not be available for any appropriation to carry out sections 131, 136, and 319(b) of this title, and any provision of law relating to highway safety enacted after May 1, 1966, in an aggregate amount which exceeds the amount of tax that would be imposed under section 4061(a)(2) of the Internal Revenue Code of 1954 if such section imposed a tax at the rate of 1 per centum plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes, but the total of all appropriations made from such fund to carry out these sections and provisions of law shall never exceed the total of all appropriations made to such fund based on the imposition of such tax

plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes.

* * * * *

Chapter 3.—GENERAL PROVISIONS

* * * * *

§ 302. State highway department.

(a) Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit. *In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms, subject to requirements prescribed by the Secretary.*

(b) The State highway department may arrange with a county or group of counties for competent highway engineering personnel suitably organized and equipped to the satisfaction of the State highway department, to supervise construction and maintenance on a county-unit or group-unit basis, for the construction of projects on the Federal-aid secondary system, financed with secondary funds, and for the maintenance thereof.

* * * * *

§ 319. Landscaping and scenic enhancement.

(a) The Secretary may approve as a part of the construction of Federal-aid highways the costs of landscape and roadside development, including acquisition and development of publicly owned and controlled rest and recreation areas and sanitary and other facilities reasonably necessary to accommodate the traveling public.

(b) An amount equivalent to 3 per centum of the funds apportioned to a State for Federal-aid highways for any fiscal year shall be allocated to that State out of funds appropriated under authority of this subsection, which shall be used for landscape and roadside development within the highway right-of-way and for acquisition of interests in and improvement of strips of land necessary for the restoration, preservation, and enhancement of scenic beauty adjacent to such highways, including acquisition and development of publicly owned and controlled rest and recreation areas and sanitary and other facilities within or adjacent to the highway right-of-way reasonably necessary to accommodate the traveling public, without being matched by the State. The Secretary may authorize exceptions from this requirement, upon application of a State and upon a showing that such amount is in excess of the needs of the State for these purposes. Any funds not used as required by this subsection shall lapse. There is authorized to be appropriated to carry out this subsection, out of any money in the Treasury not otherwise appropriated, not to exceed \$120,000,000 for the fiscal year ending June 30, 1966, and not to exceed \$120,000,000 for the fiscal year ending June 30, 1967. [No part of the Highway Trust Fund shall be available to carry out this subsection.] *The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1967.*

Union Calendar No. 782

89TH CONGRESS
2D SESSION

H. R. 14359

[Report No. 1704]

IN THE HOUSE OF REPRESENTATIVES

APRIL 6, 1966

Mr. FALLON (by request) introduced the following bill; which was referred to the Committee on Public Works

JULY 18, 1966

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 SECTION 1. This Act may be cited as the "~~Federal Aid~~
5 ~~Highway Act of 1966.~~"

6 REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR
7 INTERSTATE SYSTEM

8 SEC. 2. Subsection (b) of section 108 of the Federal-
9 Aid Highway Act of 1956, as amended, is amended to read
10 as follows:

1 “(b) AUTHORIZATION OF APPROPRIATIONS.—For the
2 purpose of expediting the construction, reconstruction, or im-
3 provement, inclusive of necessary bridges and tunnels, of
4 the Interstate System, including extensions thereof through
5 urban areas, designated in accordance with the provisions of
6 subsection (d) of section 103 of title 23, United States Code,
7 there is hereby authorized to be appropriated the additional
8 sum of \$1,000,000,000 for the fiscal year ending June 30,
9 1957, which sum shall be in addition to the authorization
10 heretofore made for that year, the additional sum of \$1,700,-
11 000,000 for the fiscal year ending June 30, 1958, the addi-
12 tional sum of \$2,200,000,000 for the fiscal year ending June
13 30, 1959, the additional sum of \$2,500,000,000 for the fiscal
14 year ending June 30, 1960, the additional sum of \$1,800,-
15 000,000 for the fiscal year ending June 30, 1961, the addi-
16 tional sum of \$2,200,000,000 for the fiscal year ending June
17 30, 1962, the additional sum of \$2,400,000,000 for the fiscal
18 year ending June 30, 1963, the additional sum of \$2,600,-
19 000,000 for the fiscal year ending June 30, 1964, the addi-
20 tional sum of \$2,700,000,000 for the fiscal year ending June
21 30, 1965, the additional sum of \$2,800,000,000 for the fiscal
22 year ending June 30, 1966, the additional sum of \$3,000,-
23 000,000 for the fiscal year ending June 30, 1967, the addi-
24 tional sum of \$3,300,000,000 for the fiscal year ending June

1 30, 1968, the additional sum of \$3,600,000,000 for the fiscal
 2 year ending June 30, 1969, the additional sum of \$3,600,-
 3 000,000 for the fiscal year ending June 30, 1970, the addi-
 4 tional sum of \$3,600,000,000 for the fiscal year ending June
 5 30, 1971, and the additional sum of \$2,685,000,000 for the
 6 fiscal year ending June 30, 1972."

7 AUTHORIZATION OF USE OF COST ESTIMATE FOR APPOR-
 8 TIONMENT OF INTERSTATE FUNDS

9 SEC. 3. The Secretary of Commerce is authorized to
 10 make the apportionment for the fiscal years ending June 30,
 11 1968, and 1969, of the sums authorized to be appropriated
 12 for such years for expenditures on the National System of
 13 Interstate and Defense Highways, using the apportionment
 14 factors contained in table 5 of House Document Numbered
 15 42, Eighty-ninth Congress.

16 EXTENSION OF TIME FOR COMPLETION OF SYSTEM

17 SEC. 4. (a) The second paragraph of section 101-(b)-
 18 of title 23, United States Code, is amended by striking out
 19 "fifteen years" and inserting in lieu thereof "sixteen years"
 20 and by striking out "June 30, 1971", and inserting in lieu
 21 thereof "June 30, 1972".

22 (b) The second and third sentences of section 104
 23 (b)-(5) of title 23, United States Code, are amended by
 24 striking "1971" where it appears and inserting in lieu there-

1 of "1972", and by striking "fiscal year ending June 30,
2 1971", at the end of the penultimate sentence and inserting
3 in lieu thereof "fiscal years ending June 30, 1971, and
4 June 30, 1972".

5 AUTHORIZATIONS

6 SEC. 5. For the purpose of carrying out the provisions
7 of title 23 of the United States Code, the following sums are
8 hereby authorized to be appropriated:

9 (1) For the Federal-aid primary system and the Fed-
10 eral-aid secondary system and for their extension within
11 urban areas, out of the highway trust fund, \$1,000,000,000
12 for the fiscal year ending June 30, 1968, and \$1,000,000,-
13 000 for the fiscal year ending June 30, 1969. The sums
14 authorized in this paragraph for each fiscal year shall be
15 available for expenditure as follows:

16 (A) 45 per centum for projects on the Federal-aid
17 primary highway system;

18 (B) 30 per centum for projects on the Federal-aid
19 secondary highway system; and

20 (C) 25 per centum for projects on extensions of the
21 Federal-aid primary and Federal-aid secondary high-
22 way systems in urban areas.

23 (2) For forest highways on the Federal-aid highway
24 systems, out of the Highway Trust Fund, \$33,000,000 for

1 the fiscal year ending June 30, 1968, and \$33,000,000 for
2 the fiscal year ending June 30, 1969.

3 ~~(3)~~ For public lands highways on the Federal-aid high-
4 way systems, out of the Highway Trust Fund, \$7,000,000
5 for the fiscal year ending June 30, 1968, and \$7,000,000 for
6 the fiscal year ending June 30, 1969.

7 ~~(4)~~ For forest development roads and trails, \$85,000,-
8 000 for the fiscal year ending June 30, 1968, and \$110,-
9 000,000 for the fiscal year ending June 30, 1969.

10 ~~(5)~~ For public lands development roads and trails, \$2,-
11 000,000 for the fiscal year ending June 30, 1968, and
12 \$3,000,000 for the fiscal year ending June 30, 1969.

13 ~~(6)~~ For park roads and trails, \$25,000,000 for the fiscal
14 year ending June 30, 1968, and \$30,000,000 for the fiscal
15 year ending June 30, 1969.

16 ~~(7)~~ For parkways, \$9,000,000 for the fiscal year end-
17 ing June 30, 1968, and \$11,000,000 for the fiscal year end-
18 ing June 30, 1969.

19 ~~(8)~~ For Indian reservation roads and bridges, \$18,000,-
20 000 for the fiscal year ending June 30, 1968, and \$23,000,-
21 000 for the fiscal year ending June 30, 1969.

22 HIGHWAY BEAUTIFICATION

23 SEC. 6. ~~(a)~~ The last sentence in subsections 131(m)
24 and 136(m) of title 23, United States Code, is hereby

1 deleted and the following is substituted in lieu thereof: "No
 2 part of the highway trust fund shall be available to carry
 3 out this section before July 1, 1966. The provisions of
 4 chapter 1 of this title relating to the obligation, period of
 5 availability, and expenditure of Federal-aid primary high-
 6 way funds, except as determined by the Secretary to be
 7 inconsistent with this section, shall apply to the funds au-
 8 thorized to be appropriated to carry out this section after
 9 June 30, 1966."

10 ~~(b)~~ The last sentence in subsection 319(b) of title 23,
 11 United States Code, is hereby deleted and the following is
 12 substituted in lieu thereof: "No part of the highway trust
 13 fund shall be available to carry out this subsection before
 14 July 1, 1966. The provisions of chapter 1 of this title relat-
 15 ing to the obligation, period of availability, and expenditure
 16 of Federal-aid primary highway funds, except as determined
 17 by the Secretary to be inconsistent with this subsection, shall
 18 apply to the funds authorized to be appropriated to carry
 19 out this subsection after June 30, 1966."

20 EMERGENCY RELIEF

21 SEC. 7. Subsection (a) of section 125 of title 23, United
 22 States Code, is amended to read as follows:

23 "(a) The Secretary is hereby granted standby authority
 24 to expend, from any funds heretofore or hereafter appro-

1 priated for expenditure in accordance with the provisions of
2 this title, including existing Federal-aid appropriations; and
3 subject to the provisions of this section and section 120(f);
4 the sum of \$50,000,000 for the fiscal year 1967, and a like
5 sum for each fiscal year thereafter, for the repair or recon-
6 struction of highways, roads, and trails which he shall find
7 have suffered serious damage as a result of disaster over a
8 wide area, such as by floods, hurricanes, tidal waves, earth-
9 quakes, severe storms, landslides, or other catastrophes in
10 any part of the United States. The unexpended balance
11 of such authorization shall remain available for expenditure
12 for a period of two years after the close of the fiscal year
13 for which such sum is authorized. Expenditures under this
14 section on any of the Federal-aid highway systems shall be
15 reimbursed by appropriations from the Highway Trust
16 Fund, and expenditures under this section for highways,
17 roads, and trails not on any Federal-aid highway system
18 shall be reimbursed by appropriations from the general
19 funds of the Treasury, which appropriations are hereby
20 authorized."

21 (b) Subsections (b) and (c) of section 125 of title
22 23, United States Code, are amended by striking the words
23 "from the emergency fund" where they appear.

1 *SHORT TITLE*

2 *SECTION 1. This Act may be cited as the “Federal-Aid*
3 *Highway Act of 1966”.*

4 REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR
5 INTERSTATE SYSTEM

6 *SEC. 2. Subsection (b) of section 108 of the Federal-*
7 *Aid Highway Act of 1956, as amended, is amended to read*
8 *as follows:*

9 “(b) *AUTHORIZATION OF APPROPRIATIONS.—For the*
10 *purpose of expediting the construction, reconstruction, or im-*
11 *provement, inclusive of necessary bridges and tunnels, of the*
12 *Interstate System, including extensions thereof through*
13 *urban areas, designated in accordance with the provisions*
14 *of subsection (d) of section 103 of title 23, United States*
15 *Code, there is hereby authorized to be appropriated the ad-*
16 *ditional sum of \$1,000,000,000 for the fiscal year ending*
17 *June 30, 1957, which sum shall be in addition to the authori-*
18 *zation heretofore made for that year, the additional sum of*
19 *\$1,700,000,000 for the fiscal year ending June 30, 1958, the*
20 *additional sum of \$2,200,000,000 for the fiscal year ending*
21 *June 30, 1959, the additional sum of \$2,500,000,000 for the*
22 *fiscal year ending June 30, 1960, the additional sum of*
23 *\$1,800,000,000 for the fiscal year ending June 30, 1961, the*
24 *additional sum of \$2,200,000,000 for the fiscal year ending*
25 *June 30, 1962, the additional sum of \$2,400,000,000 for the*

1 *fiscal year ending June 30, 1963, the additional sum of*
 2 *\$2,600,000,000 for the fiscal year ending June 30, 1964,*
 3 *the additional sum of \$2,700,000,000 for the fiscal year*
 4 *ending June 30, 1965, the additional sum of \$2,800,000,000*
 5 *for the fiscal year ending June 30, 1966, the additional sum*
 6 *of \$3,000,000,000 for the fiscal year ending June 30, 1967,*
 7 *the additional sum of \$3,500,000,000 for the fiscal year*
 8 *ending June 30, 1968, the additional sum of \$4,000,000,000*
 9 *for the fiscal year ending June 30, 1969, the additional sum*
 10 *of \$4,500,000,000 for the fiscal year ending June 30, 1970,*
 11 *the additional sum of \$4,500,000,000 for the fiscal year end-*
 12 *ing June 30, 1971, and the additional sum of \$4,306,-*
 13 *000,000 for the fiscal year ending June 30, 1972. Nothing*
 14 *in this subsection shall be construed to authorize the appro-*
 15 *priation of any sums to carry out section 131, 136, or 319*
 16 *(b) of this title, or any provision of law relating to highway*
 17 *safety enacted after May 1, 1966."*

18 *AUTHORIZATION OF USE OF COST ESTIMATE FOR APPOR-*
 19 *TIONMENT OF INTERSTATE FUNDS*

20 *SEC. 3. The Secretary of Commerce is authorized to*
 21 *make the apportionment for the fiscal years ending June 30,*
 22 *1968, and 1969, of the sums authorized to be appropriated*
 23 *for such years for expenditures on the National System of*
 24 *Interstate and Defense Highways, using the apportionment*

1 factors contained in table 5 of House Document Numbered
2 42, Eighty-ninth Congress.

3 EXTENSION OF TIME FOR COMPLETION OF SYSTEM

4 SEC. 4. (a) The second paragraph of section 101(b) of
5 title 23, United States Code, is amended by striking out
6 "fifteen years" and inserting in lieu thereof "sixteen years"
7 and by striking out "June 30, 1971", and inserting in lieu
8 thereof "June 30, 1972".

9 (b) The introductory phrase and the second and third
10 sentences of section 104(b)(5) of title 23, United States
11 Code, are amended by striking "1971" where it appears
12 and inserting in lieu thereof "1972", and such section 104
13 (b)(5) is further amended by striking "fiscal year ending
14 June 30, 1971.", at the end of the penultimate sentence and
15 inserting in lieu thereof "fiscal years ending June 30, 1971,
16 and June 30, 1972."

17 FOUR-LANING THE INTERSTATE SYSTEM

18 SEC. 5. Section 109(b) of title 23, United States Code,
19 is amended by striking the period at the end of the second
20 sentence and inserting in lieu thereof a comma and the fol-
21 lowing: "except that such standards shall provide for not
22 less than four traffic lanes for the main traveled way of the
23 Interstate System."

AUTHORIZATIONS

SEC. 6. *For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:*

(1) *For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. Nothing in this paragraph shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:*

(A) *45 per centum for projects on the Federal-aid primary highway system;*

(B) *30 per centum for projects on the Federal-aid secondary highway system; and*

(C) *25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.*

(2) *For forest highways \$33,000,000 for the fiscal year*

1 ending June 30, 1968, and \$33,000,000 for the fiscal year
2 ending June 30, 1969.

3 (3) For public lands highways \$7,000,000 for the
4 fiscal year ending June 30, 1968, and \$7,000,000 for the
5 fiscal year ending June 30, 1969.

6 (4) For forest development roads and trails, \$170,000,-
7 000 for the fiscal year ending June 30, 1968, and \$170,-
8 000,000 for the fiscal year ending June 30, 1969.

9 (5) For public lands development roads and trails,
10 \$2,000,000 for the fiscal year ending June 30, 1968, and
11 \$3,000,000 for the fiscal year ending June 30, 1969.

12 (6) For park roads and trails, \$25,000,000 for the
13 fiscal year ending June 30, 1968, and \$30,000,000 for the
14 fiscal year ending June 30, 1969.

15 (7) For parkways, \$9,000,000 for the fiscal year end-
16 ing June 30, 1968, and \$11,000,000 for the fiscal year
17 ending June 30, 1969.

18 (8) For Indian reservation roads and bridges,
19 \$18,000,000 for the fiscal year ending June 30, 1968, and
20 \$23,000,000 for the fiscal year ending June 30, 1969.

21 HIGHWAY BEAUTIFICATION

22 SEC. 7. (a) The last sentence of subsection (m) of
23 section 131, and the last sentence of subsection (m) of sec-
24 tion 136, of title 23, United States Code, are each amended
25 to read as follows: "The provisions of chapter 1 of this

1 *title relating to the obligation, period of availability, and*
2 *expenditure of Federal-aid primary highway funds shall*
3 *apply to the funds authorized to be appropriated to carry out*
4 *this section after June 30, 1967.”*

5 *(b) The last sentence of subsection (b) of section 319*
6 *of title 23, United States Code, is hereby amended to read*
7 *as follows: “The provisions of chapter 1 of this title relat-*
8 *ing to the obligation, period of availability, and expenditure*
9 *of Federal-aid primary highway funds shall apply to the*
10 *funds authorized to be appropriated to carry out this sub-*
11 *section after June 30, 1967.”*

12 *(c)(1) Chapter 1 of title 23, United States Code, is*
13 *amended by adding at the end thereof the following new*
14 *section:*

15 *“§ 137. Limitation on authorization of appropriations for*
16 *certain purposes*

17 *“(a) Notwithstanding any other provision of law,*
18 *neither sections 131, 136, and 319(b) of this title, nor any*
19 *provision of law relating to highway safety enacted after*
20 *May 1, 1966, shall be construed to be authority for any*
21 *appropriations for any fiscal year for which appropriations*
22 *are not specifically authorized by fiscal year in such sections*
23 *or provisions.*

24 *“(b) Any appropriation to carry out section 131,*

1 136, or 319(b) of this title or any provision of law relating
2 to highway safety enacted after May 1, 1966, must be au-
3 thorized by a provision of law specifically setting forth the
4 total amount authorized to be appropriated for the fiscal year
5 to carry out such section or other provision of law.

6 “(c) The highway trust fund established by section 209
7 of the Highway Revenue Act of 1956 shall not be available
8 for any appropriation to carry out sections 131, 136, and
9 319(b) of this title, and any provision of law relating to
10 highway safety enacted after May 1, 1966, in an aggregate
11 amount which exceeds the amount of tax that would be im-
12 posed under section 4061(a)(2) of the Internal Revenue
13 Code of 1954 if such section imposed a tax at the rate of 1
14 per centum plus such additional amounts as are appropriated
15 from the general fund to the highway trust fund for such
16 purposes, but the total of all appropriations made from such
17 fund to carry out these sections and provisions of law shall
18 never exceed the total of all appropriations made to such fund
19 based on the imposition of such tax plus such additional
20 amounts as are appropriated from the general fund to the
21 highway trust fund for such purposes.”

22 (2) The analysis of chapter 1 of title 23, United States
23 Code, is amended by adding at the end thereof the following:

“137. Limitation on authorization of appropriations for certain purposes.”

1 *AUTHORIZATION OF APPROPRIATIONS FOR*2 *BEAUTIFICATION*

3 *SEC. 8. (a) There is authorized to be appropriated to*
4 *carry out section 131 of title 23, United States Code, not to*
5 *exceed \$80,000,000 for the fiscal year ending June 30,*
6 *1968, and not to exceed \$80,000,000 for the fiscal year*
7 *ending June 30, 1969.*

8 *(b) There is authorized to be appropriated to carry out*
9 *section 136 of title 23, United States Code, not to exceed*
10 *\$28,000,000 for the fiscal year ending June 30, 1968, and*
11 *not to exceed \$20,000,000 for the fiscal year ending June*
12 *30, 1969.*

13 *(c) There is authorized to be appropriated to carry*
14 *out section 319(b) of title 23, United States Code, not to*
15 *exceed \$135,000,000 for the fiscal year ending June 30,*
16 *1968, and not to exceed \$150,000,000 for the fiscal year*
17 *ending June 30, 1969.*

18 *EMERGENCY RELIEF*

19 *SEC. 9. (a) The last proviso of subsection (f) of section*
20 *120 of title 23 of the United States Code is amended by in-*
21 *serting after "park roads and trails," the following: "park-*
22 *ways, public lands highways, public lands development roads*
23 *and trails,".*

24 *(b) Subsection (c) of section 125 of title 23 of the*

1 *United States Code is amended by inserting after “park*
2 *roads and trails,” the following: “parkways, public lands*
3 *highways, public lands development roads and trails,”.*

4 *(c) The second sentence of subsection (a) of section*
5 *125 of title 23 of the United States Code is amended to*
6 *read as follows: “Subject to the following limitations, there*
7 *is hereby authorized to be appropriated such sums as may*
8 *be necessary to establish the fund authorized by this section*
9 *and to replenish it on an annual basis: (1) not more than*
10 *\$50,000,000 is authorized to be expended in any one fiscal*
11 *year to carry out this section except that if in any fiscal*
12 *year the total of all expenditures under this section is less*
13 *than \$50,000,000, the unexpended balance of such amount*
14 *shall remain available for expenditure during the next two*
15 *succeeding fiscal years in addition to amounts otherwise*
16 *available to carry out this section in such years, and (2)*
17 *60 per centum of the expenditures under this section for*
18 *any fiscal year are authorized to be appropriated from the*
19 *Highway Trust Fund and the remaining 40 per centum*
20 *of such expenditures are authorized to be appropriated only*
21 *from any moneys in the Treasury not otherwise appro-*
22 *priated.”*

23 *(d) The amendments made by this section shall take*
24 *effect July 1, 1966.*

1 *STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY*

2 *SEC. 10. The Secretary of Commerce is authorized and*
3 *directed to make a full and complete investigation and study*
4 *of the advance acquisition of rights-of-way for future con-*
5 *struction of highways on the Federal-aid highway systems,*
6 *with particular reference to the provision of adequate time*
7 *for the removal and disposal of improvements located on*
8 *rights-of-way and the relocation of affected individuals, busi-*
9 *nesses, institutions, and organizations, the tax status of*
10 *such property after acquisition and before its use for highway*
11 *purposes, and the methods for financing advance right-of-*
12 *way acquisition by both the State governments and the Fed-*
13 *eral Government, including the possible creation of revolving*
14 *funds for such purpose. The Secretary shall submit a report*
15 *of the results of such study to Congress not later than Janu-*
16 *ary 10, 1967, together with his recommendations.*

17 *STATE HIGHWAY DEPARTMENTS*

18 *SEC. 11. Subsection (a) of section 302 of title 23 of the*
19 *United States Code is amended by adding at the end thereof*
20 *the following: "In meeting the provisions of this subsection,*
21 *a State may engage, to the extent it deems necessary or de-*
22 *sirable, the services of private engineering firms, subject to*
23 *requirements prescribed by the Secretary."*

RELOCATION ASSISTANCE STUDY

2 *SEC. 12. (a) The Secretary of Commerce is authorized*
3 *and directed to make, in cooperation with the Secretary of*
4 *the Department of Housing and Urban Development, the*
5 *State highway departments, and other affected Federal and*
6 *State agencies, a full and complete study and investigation*
7 *for the purpose of determining what action can and should be*
8 *taken to provide additional assistance for the relocation and*
9 *reestablishment of persons, business concerns, and nonprofit*
10 *organizations to be displaced by construction of projects on*
11 *any of the Federal-aid highway systems, and to submit a*
12 *report of the findings of such study and investigation, to-*
13 *gether with recommendations, to the Congress not later than*
14 *January 10, 1967. The study and investigation shall in-*
15 *clude, but shall not be limited to—*

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns, and nonprofit organizations, and the extent to which the making of such payments and the providing of other financial assistance should be mandatory;

(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned, buildings, improvements, or other facilities to aid

1 *in the relocation of such displaced persons, business con-*
2 *cerns, and nonprofit organizations;*

3 *(3) the extent to which the costs of acquiring such*
4 *real property and constructing such buildings, improve-*
5 *ments and other facilities should be paid from the high-*
6 *way trust fund; and*

7 *(4) sources of funds to pay the portion of the costs*
8 *of acquiring such real property and constructing such*
9 *buildings, improvements and other facilities, which is not*
10 *properly chargeable to the highway trust fund.*

11 *HIGHWAY STUDY—GUAM AND THE VIRGIN ISLANDS*

12 *SEC. 13. (a) The Secretary of Commerce, in coopera-*
13 *tion with the government of Guam and the government of*
14 *the Virgin Islands is hereby authorized to make studies of*
15 *the need for, and estimates and planning surveys relative to,*
16 *highway construction programs for Guam and the Virgin*
17 *Islands.*

18 *(b) On or before January 10, 1967, the Secretary of*
19 *Commerce shall submit a report to the Congress which shall*
20 *include—*

21 *(1) an analysis of the adequacy of present high-*
22 *way programs to provide satisfactory highways in both*
23 *the rural and urban areas in Guam and the Virgin*
24 *Islands;*

1 (2) specific recommendations as to a program
2 for the construction of highways throughout Guam and
3 the Virgin Islands; and

4 (3) a feasible program for implementing such
5 specific recommendations, including cost estimates, rec-
6 ommendations as to the sharing of cost responsibilities,
7 and other pertinent matters.

8 (c) There is hereby authorized to be appropriated, out
9 of any money in the Treasury not otherwise appropriated,
10 to be available until expended, the sum of \$150,000 for the
11 purpose of making the studies, surveys, and report authorized
12 by subsections (a) and (b) of this section.

A BILL

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. FALLON

APRIL 6, 1966

Referred to the Committee on Public Works

JULY 18, 1966

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

July 20, 1966

13. ROADS. The Public Works Committee voted to report with amendments (but did not actually report) S. 3155, the proposed Federal-Aid Highway Act of 1966. ~~pp. 15648~~
14. ELECTRIFICATION; LOANS. Received from REA, a report on the approval of a loan to the Minnkota Power Cooperative, Inc., N. Dak. p. 15621
15. FOREIGN AID. Continued debate on S. 3584, the foreign aid authorization bill. pp. 15705, 15709-58, 15763-68
Agreed to the following amendments:
By Sen. Dirksen, 59-34, to reduce by \$250 million the amount authorized for the Development Loan Fund. pp. 15709-54
By Sen. Dominick, 51-38, to raise from 1% to 2% the interest rate on development loans over the first 10-year period. pp. 15754-58, 15763-4
By Sen. Mondale, to "amend the title dealing with technical cooperation and development grants by adding a declaration of congressional policy stressing the importance of adaptive agricultural research in nations facing serious food shortages". pp. 15764-5
By Sen. Dirksen, a series of amendments as follows: To bar loans in circumstances where there has been an interest delinquency and the loan is sought for the purpose of paying off the outstanding loan; to bar aid to any country in default for more than 6 months on any loan to such country unless the obligation is met or the President determines that such aid is essential to national defense; to bar certain Development Loan Fund loans unless application has been submitted to the International Bank for Reconstruction and Development with a request for recommendations concerning the need therefor; to prevent AID from converting loans into grants; to require the Secretary of the Treasury to report to Congress June and Dec. of each year on the repayment status of each loan; to require a statement of the par value of the currency of the country involved and that such par value be maintained during the life of the loan; and to provide for a GAO audit of any program for which there has been expended or obligated in excess of \$500,000. pp. 15765-8
Sen. Gruening submitted and discussed a number of amendments which he intends to propose to the bill. pp. 15663-66
16. SCHOOL MILK. Sen. Proxmire expressed the hope that the House will "reaffirm its support for the school milk program and at the same time give dairy farm income a shot in the arm by approving legislation extending the school milk program." p. 15672
17. BUDGET. Sen. Douglas stated that for the third year in a row the year-end budget deficit is smaller than originally forecast and commended the "careful and responsible" fiscal management of the administration. p. 15683
18. RESEARCH ANIMALS. Sen. Brewster spoke in favor of the Senate-passed version of the research animal protection bill which includes the Monroney amendment to provide humane treatment in the laboratory itself, and inserted an editorial supporting his views. p. 15688
19. INFLATION. Sen. Tower inserted a speech by the president of a Texas cattle raisers association discussing food costs and farm prices and alleging that federal programs which pump billions of dollars into the economy are the major cause of inflation, which he described as "germane to this problem." pp. 15692-4

20. FARM PROGRAM. Rep. Hruska criticized administration farm policies and inserted an editorial which he said "reflects the growing resentment by America's farmers of the policies of the Johnson-Freeman administration." pp. 15701-2

ITEMS IN APPENDIX

21. FOOD FOR FREEDOM. Extension of remarks of Rep. Wright favoring passage of the food for freedom bill, stating that "the American people are committed to freedom from hunger for all men", and inserting Rep. Purcell's speech before the Conference of the Americas on Malnutrition As A Vital Factor In Development." pp. A3826-8
22. WATER. Extension of remarks of Rep. Rogers, Tex., reemphasizing the need for legislation to authorize feasibility investigations of certain water resource development proposals. p. A3831
Extension of remarks of Rep. Rumsfeld expressing concern over the gravity of the water crisis and inserting an article, "Pollution's High Cost." pp. A3835-6
23. WILDLIFE. Rep. Quillen inserted an editorial, "Overregulation Can Kill", which stresses the theme "that by regulating many of the species of animal life, we are seriously tampering with nature's balance." pp. A3832-3
24. OPINION POLL. Reps. Rees and Corbett inserted the results of questionnaires, including items of interest to this Department. pp. A3836, A3842-3
25. DAIRY INDUSTRY. Extension of remarks of Rep. Williams describing the "flourishing Mississippi dairy industry". p. A3841
26. FOREIGN TRADE. Rep. Adair inserted an article, "How Effective Is Our Blacklist of Ships Doing Business With Cuba and North Viet Nam?" pp. A3841-2

BILLS INTRODUCED

27. WATERSHEDS. H. Con. Res. 840 by Rep. Matsunaga, H. Con. Res. 841 by Rep. Redlin, H. Con. Res. 844 by Rep. Resnick and H. Con. Res. 845 by Rep. Schmidhauser, relating to the submission to committees of Congress of watershed improvement plans; to Agriculture Committee.
28. LOANS. H. R. 16402 by Rep. Resnick, to amend the Consolidated Farmers Home Administration Act of 1961, to authorize the Secretary of Agriculture to finance and participate with State and local interests in the financing of recreational enterprises and industrial establishments needed for the economic development of rural areas; to Agriculture Committee. Remarks, p. 15617.
S. 3630 by Sen. Griffin, to mesh the combined efforts of government at all levels with private endeavors to provide jobs and dignity for the poor; to Labor and Public Welfare Committee. Remarks of author pp. 15623-34
29. INTEREST RATES. H. R. 16352 by Rep. Barrett, to establish temporary ceilings on the rates of interest which may be paid by certain institutions, and to provide relief to the mortgage market; to Banking and Currency Committee.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

Issued July 27, 1966
For actions of July 26, 1966
89th-2nd; No. 120

CONTENTS

Acreage diversion.....9	Farm labor.....33	Postal service.....30
Administrative budget...19	Farm program.....17	Price statistics.....36
Animal drugs.....34	Feed grain.....9	Purchasing.....31
Appropriations.....40	Fisheries.....27	Recreation.....10,24,26
Area development.....22	Foreign aid.....1,14	Research.....15
Balance-of-payments.....21	Foreign trade.....3,13	Retirement.....29
CCC.....12	Forest roads.....2	Roads.....2
Child nutrition.....8,38	Great Lakes.....4	School lunch.....41
Civil rights.....16	Historic sites.....18	St. Lawrence Seaway.....4
Committee employees.....20	Information.....25	Strip mining.....6
Cooperatives.....7,23,39	Lands.....28,35	Tariffs.....43
Cotton.....9	Law.....44	Taxation.....42
Disaster relief.....37	Military assistance.....1	Tobacco.....45
Economics.....36	Milk programs.....5,38,41	Wheat.....9
Electrification....7,23,32	Personnel.....29	Wildlife.....11

HIGHLIGHTS: Senate passed foreign aid authorization bill. Sen. Proxmire urged early decision on school milk program. House committee voted to report child nutrition bill, and bill to allow planting on diverted acreage. Rep. Langen criticized USDA farm policies and urged increase in food production.

SENATE

1. FOREIGN AID. Passed, 66-27, with an amendment H. R. 15750, the foreign aid authorization bill, after substituting the language of the companion bill, S. 3584, as amended. S. 3584 was indefinitely postponed. Senate conferees were appointed. pp. 16243, 16247-78

Began debate on S. 3583, the military assistance and sales bill (pp. 16278-79). Sen. Gruening submitted several amendments (pp. 16283-7) and Sen. Church submitted one amendment to this bill, S. 3583 (p. 16287). This bill would create separate statutes for the economic and military assistance programs.

2. ROADS. The Public Works Committee reported with amendment S. 3155, to authorize appropriations for the construction of certain highways including forest roads and trails (S. Rept. 1410). p. 16263
3. FOREIGN TRADE. The Commerce Committee voted to report (but did not actually report): S. 3297, amended, to authorize the carriage of military cargoes by U. S. flag vessels at reduced rates which are fair and reasonable; S. 1596, amended, to provide for quarantine inspection by the U. S. at ports of entry without reimbursement by the owners of the transportation facilities; S. 3391, amended, to exempt certain water carriers from provisions of the Shipping Act; S. 3446, amended, to consolidate and reenact certain of the U. S. shipping laws; and H. R. 8760, to implement the provisions of the International Convention for the Prevention of the Pollution of the Sea by Oil. p. D672
4. GREAT LAKES. Sen. Hart inserted several resolutions relative to commerce and conservation in the Great Lakes Basin. pp. 16293-94
Sen. Proxmire spoke on the future of the St. Lawrence Seaway and inserted an article, "Legislation Asked To Ease Debts of Struggling Seaway." p. 16301
5. SCHOOL MILK. Sen. Proxmire urged an early meeting of the agricultural appropriations conference committee in order that "uncertainties over the 1967 school milk program can be resolved." p. 16295
6. STRIP MINING. Sen. Nelson spoke in support of his bill, S. 2688, re strip mining, and inserted the conclusions of the report on strip and surface mining in Appalachia. pp. 16295-6
7. ELECTRIFICATION. Sen. Tower inserted a resolution in support of the bill to establish a Bank for rural electric cooperatives. pp. 16301-2

HOUSE

8. CHILD NUTRITION. The Agriculture Committee voted to report (but did not actually report) H. R. 13361, amended, to establish a cooperative Federal-State child nutrition program under the direction of this Department. A subcommittee had approved this bill for full committee action earlier in the day. p. D673
9. ACREAGE DIVERSION. The Agriculture Committee voted to report (but did not actually report) H. R. 14831, amended, to amend the provisions of the law relating to the planting of crops on acreage diverted under the cotton, wheat, and feed grains program. p. D673
10. RECREATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 2778, amended, to provide for the establishment of the Bighorn Canyon National Recreation Area. p. D674
11. WILDLIFE. The Merchant Marine and Fisheries Committee voted to report (but did not actually report) H. R. 14136, amended, to amend the Migratory Bird Hunting Stamp Act, to increase by \$2 the fee for such stamp. p. D674
12. CCC. Both Houses received from the President the Commodity Credit Corporation's report for 1965. pp. 16281-2, 16314-5

89TH CONGRESS }
2d Session }

SENATE

{ REPORT
No. 1410

FEDERAL-AID HIGHWAY ACT
OF 1966

REPORT
OF THE
COMMITTEE ON PUBLIC WORKS
UNITED STATES SENATE

TO ACCOMPANY

S. 3155



JULY 26 (legislative day, JULY 22), 1966.—Ordered to be printed

U.S. GOVERNMENT PRINTING OFFICE

COMMITTEE ON PUBLIC WORKS

JENNINGS RANDOLPH, West Virginia, *Chairman*

STEPHEN M. YOUNG, Ohio
EDMUND S. MUSKIE, Maine
ERNEST GRUENING, Alaska
FRANK E. MOSS, Utah
B. EVERETT JORDAN, North Carolina
DANIEL K. INOUE, Hawaii
BIRCH BAYH, Indiana
JOSEPH M. MONTTOYA, New Mexico
FRED R. HARRIS, Oklahoma
JOSEPH D. TYDINGS, Maryland

JOHN SHERMAN COOPER, Kentucky
HIRAM L. FONG, Hawaii
J. CALEB BOGGS, Delaware
JAMES B. PEARSON, Kansas
GEORGE MURPHY, California
ROBERT P. GRIFFIN, Michigan

RICHARD B. ROYCE, *Chief Clerk*

RON M. LINTON, *Staff Director*

RICHARD E. GERRISH, *Minority Clerk*

WILLIAM R. HALEY, *Minority Counsel*

JOSEPH F. VAN VLADRIKEN, LEON G. BILLINGS, AND J. B. HUYETT, Jr., *Professional Staff Members*

FEDERAL-AID HIGHWAY ACT OF 1966

JULY 26 (legislative day, JULY 22), 1966.—Ordered to be printed

Mr. RANDOLPH, from the Committee on Public Works, submitted the following

REPORT

[To accompany S. 3155]

The Committee on Public Works, to which was referred the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having considered the same, reports favorably thereon with amendment and recommends that the bill as amended do pass.

The committee amendment strikes out all of the text of the bill and inserts in lieu thereof a substitute which appears in the reported bill in italic type.

GENERAL STATEMENT AND SUMMARY OF FEDERAL AID TO HIGHWAY LEGISLATION

The role of government in the construction and maintenance of public highways has been acknowledged in America since the earliest colonial days. Perhaps the first instance of governmental concern in this field was an act of the Legislature of Virginia, passed in 1632 at Jamestown, which stated in part:

Highwayes shall be layd out in such convenient places as are requisite accordinge as the Governor and Counsell or the commissioners for the monthlie corts shall appoynt, or accordinge as the parishioners of every parish shall agree.

The first Federal legislation for road construction was enacted early in the 19th Century to meet the needs of the pioneers who were moving westward across the Appalachian Mountains. In 1802, with enabling legislation admitting the State of Ohio to the Union, the Congress included a provision for setting aside 5 percent of the net proceeds of the sale of public lands for the construction of roads. This type of provision was later extended to other States as they were admitted to the Union.

However, perhaps the most significant early Federal legislation in the highway field was enacted in 1806, when the Congress provided for the construction of an east-west route from Cumberland, Md., to Wheeling, W. Va., then part of the State of Virginia. This road, later known as the National Pike or Cumberland Road, was projected westward and was the first instance of Federal construction of an interstate or national road. From 1806 to 1838, the Congress passed 34 appropriation acts for the construction of the National Pike, totaling approximately \$7 million.

With the advent of the railroads as the solution for long-distance travel, there was a general decline in the construction of main highways until the latter part of the 19th century, which witnessed the development of the gasoline-driven automobile and the rising popularity of the bicycle.

The origin of present Federal-aid highway legislation is found in the Federal-Aid Road Act, which became law on July 11, 1916. This measure, which contained some of the most important principles still in effect today, provided for a \$75 million program, beginning with \$5 million for fiscal year 1917.

In accordance with the concepts of division of authority between the Federal Government and the States, the legislation reserved to the States the initiative in determining what roads were to be built, the character of their improvement in the preparation of plans and specifications, the acquisition of rights-of-way and the awarding of contracts—subject to Federal approval. It placed immediate supervision of construction in the hands of the State highway departments, but provided for Federal review and approval. Thus, each level of government had its own responsibilities and authority, and a balanced partnership between the States and the Federal Government was initiated.

The funds provided by the act of 1916 were apportioned among the States on the basis of three factors: population, area, and mileage of rural delivery and star routes—a formula which still prevails in the apportionment of Federal-aid primary funds.

The second major advance in Federal-aid legislation came with the Federal Highway Act of 1921, which provided that Federal-aid funds should be expended only on a predetermined system of main connecting interstate and intercounty rural roads. It limited the extent of that system to 7 percent of the State's total mileage—based on the concept that the system should be limited to a mileage which could be constructed in a reasonable period of time.

The act of 1921 also liberalized the State-matching fund requirement by increasing the 50-percent Federal pro rata share of project costs on a sliding scale in the States having large public land areas.

The Post Office Appropriation Act of 1922 first established authority of the Bureau of Public Roads to approve proposed projects immediately upon the apportionment of authorized sums, such approval to be deemed a contractual obligation of the Federal Government. Subsequent enactments continued this provision of "contract authority", which still prevails. Such authority in advance of appropriations has been of great importance to the States and the advancement of the highway program, by enabling the States to arrange their financing in advance and to proceed with orderly planning, engineering work, and the construction of projects with the

assurance that Federal funds will subsequently be appropriated to provide for reimbursement covering the Federal pro rata share of the cost.

Further major advances were made with the enactment of the Hayden-Cartwright Act of 1934, which marked the beginning of the use of 1½ percent of apportioned Federal-aid funds for surveys, planning, and engineering investigations for future highway improvements. This provision, which has since been extended to include highway research, safety, and other studies, paved the way for state-wide highway planning surveys so essential to the most economical and efficient use of State and Federal highway funds.

This act also first established the Federal policy against the diversion of State highway revenues for nonhighway purposes, and marked the beginning of a Federal policy which remains in effect. Finally, the Hayden-Cartwright Act provided, for the first time, for general emergency authorizations for the repair and restoration of roads damaged or destroyed by such natural disasters as floods, hurricanes, and earthquakes.

By 1938, the Congress was aware of the need for a master plan of express highway development and directed the Bureau of Public Roads to study the feasibility of building a transcontinental system of superhighways, as well as the feasibility of tolls for such a system. The requested report, entitled, "Toll Roads and Free Roads," was submitted to the Congress in 1939. This report and a subsequent study, "Interregional Highways," submitted to the Congress in 1944, served as basic studies leading to legislation in 1944 providing for the designation of a National System of Interstate Highways.

By 1944 there was an urgent need for a greatly expanded postwar highway program resulting in part from the curtailment of highway construction during World War II. After extensive public hearings, the Federal-Aid Highway Act of 1944 was enacted, which provided not only for an expanded Federal-aid primary system, but also authorized funds for a system of secondary highways (with no limitation on mileage) and for arterial extensions in urban areas. The division of authorizations, on the basis of 45-30-25 percent for primary, secondary, and urban projects respectively, still prevails.

The act of 1944 also required the designation of a National System of Interstate Highways, not exceeding 40,000 miles (since extended to 41,000) which would be made a part of the primary system, would connect the principal metropolitan areas, cities, and industrial centers, serve the national defense, and connect at border points with routes of continental importance in Canada and Mexico.

The interim period from the 1944 Highway Act to the year 1956 was marked by gradually increased Federal-aid authorizations and by studies and reports which laid the foundation for congressional consideration of the greatest highway construction program in history, culminating in the Federal-Aid Highway Act of 1956.

In 1956, after extensive hearings on the proposed Interstate System and alternate methods of financing its construction, the Congress enacted the Federal-Aid Highway Act of 1956 and the Highway Revenue Act of 1956 which authorized the creation of a unique form of financing, the highway trust fund. Together, these measures are the foundation of the present Interstate and A-B-C systems, and provide the basis for the authorizations recommended in S. 3155.

THE FEDERAL-AID HIGHWAY ACT OF 1956

The more important provisions of the act of 1956 are summarized as follows:

1. It provided annual authorizations totaling \$25 billion through the fiscal year 1969 to accelerate completion as one of the most important objectives of the act. Thus, for the first time in history, the completion of an entire highway system was provided for.

2. It increased the Federal share from 50 to 90 percent for interstate projects, subject to a 95-percent limitation for the public land States entitled to the sliding scale.

3. It called for periodic estimates of cost of completing the Interstate System, such estimates to be used as a basis of apportioning the interstate funds.

4. It required the Interstate System to be built to high standards adequate for anticipated traffic in 1975.

5. It increased the mileage of the Interstate System to 41,000 and added the word "Defense" to the name of the system because of its national defense significance.

6. It authorized the inclusion of toll roads in the Interstate System for integration purposes but continued the prohibition against Federal participation in toll roads.

7. It authorized an increase in the funds for A-B-C projects to keep the whole program in balance.

8. It provided additional and increased road-user revenues to accrue to the highway trust fund until July 1, 1972 (now October 1, 1972) to finance both the interstate and A-B-C programs.

9. It introduced several new provisions, including prevailing wage rates for interstate projects, reimbursement for utility relocation costs, encouragement for advance right-of-way acquisition, direct Federal acquisition for interstate projects, if necessary, and weight and width limitations for vehicles operating on the Interstate System, designed as a "freeze" measure pending a report to be submitted as a basis for further congressional consideration.

10. It directed that a comprehensive study and report be made to determine what Federal action could be taken to increase highway safety. This report, "The Federal Role in Highway Safety," was submitted to the Congress in March 1959. Its two principal recommendations were for the creation of a central register for drivers whose licenses are revoked and for the establishment of an Interdepartmental Highway Safety Board. The National Driver Register Service was subsequently created by Public Law 86-660 (July 1960) and is administered in the Office of Highway Safety in the Bureau of Public Roads. The Interdepartmental Highway Safety Board was established by Executive order in December 1960. Both activities contribute importantly to the national highway safety effort in the Department of Commerce.

FEDERAL-AID FINANCING AND THE HIGHWAY TRUST FUND

Prior to 1956, revenues from all Federal excise taxes on motor fuels motor vehicles, and associated products were placed in the general fund of the U.S. Treasury, as are the receipts from practically all other Federal taxes. Also, prior to 1956, appropriations for Federal aid to the States for highway improvement were made from the Treasury

general fund, as are appropriations for practically all other Federal operations and grants in aid. Thus, before 1956 there was no linkage between highway-related Federal excise tax revenues and disbursements of Federal aid for highway construction. The excise tax on motor fuel, for example, was considered no different than that on cigarettes; the appropriations for Federal aid for highways, no different than those for supports for the prices of agricultural products.

This long-standing pattern was completely changed by the Federal-Aid Highway Act of 1956 and the Highway Revenue Act of 1956. By those acts the Congress substantially increased the size of the continuing Federal-aid program for improvement of main highways, secondary roads, and urban extensions included in the Federal-aid primary and secondary systems (the A-B-C program), and it also provided for accelerated completion of the National System of Interstate and Defense Highways. To pay for these programs Congress increased some of the existing highway-related excise taxes and levied some new ones. It earmarked the revenues of some—but not all—of the highway-related excise taxes for transfer to the Highway Trust Fund, which the 1956 legislation created. This trust fund was made the sole source of money for the A-B-C and interstate programs during the years 1957-72. Thus the Federal-aid program was put on a wholly highway-user-financed, pay-as-you-build basis.

The highway-related excise taxes

An accompanying table shows the highway-related Federal excise taxes and their rates just prior to 1956; as established by the 1956 legislation; as modified by legislation in 1959, 1961, 1965, and 1966, and as, under present law, they would revert in 1972 when the Highway Trust Fund is to go out of existence. In changing the rates of some highway-related excise taxes and levying some new ones, both in 1956 and subsequently, and in dedicating them to the Highway Trust Fund, the Congress sought both to assure the provision of enough money for the Federal-aid highway program in the years 1957-72 and to distribute its cost equitably among the different classes of highway users. Indeed, in making the 1961 adjustments, the Congress took cognizance of the highway cost allocation study which it had directed the Bureau of Public Roads to make for this purpose.

All of the revenues from the Federal taxes on motor, fuel, rubber, new trucks, buses, and trailers, lubricating oils, truck and bus parts and accessories, and heavy vehicle use go into the trust fund and are used only for Federal aid for highways. The highway-related excise tax not dedicated to the trust fund—the one on new automobiles—continues to be considered as general revenue, in the same class as most other Federal excise taxes. For tax rates and applicable dates, see the following table.

TABLE 1.—Federal highway-related excise taxes and the highway trust fund

Tax	Rate basis	Tax rate ¹								
		Before July 1, 1956	From July 1, 1956	From Oct. 1, 1959	From July 1, 1961	From Jan. 1, 1966	From Mar. 15, 1966	From Apr. 1, 1968	From Jan. 1, 1969	From Oct. 1, 1972
Dedicated to highway trust fund:	Motor fuel	2	3	4	4	4	4	4	4	1½
	Rubber:									
	Tires ²		8	8	10	10	10	10	10	5
	Tubes	5	9	9	10	10	10	10	9	None
	Retread	None	3	3	5	5	5	5	5	None
	New trucks, buses, and trailers ³	8	10	10	10	10	10	10	10	5
	Percent of manufacturing sales price									
	Annual heavy vehicle use tax ⁴	None	\$1.50	\$1.50	\$3	\$3	\$3	\$3	\$3	None
	Lubricating oil ⁵	(⁶)	(⁶)	(⁶)	(⁶)	6	6	6	6	6
	Truck and bus parts and accessories ⁶	(⁶)	(⁶)	(⁶)	(⁶)	8	8	8	8	5
Other highway-related excise taxes:	Lubricating oil ⁵	6	6	6	6	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)
	New automobiles ⁷	10	10	10	10	6	(⁶)	(⁶)	(⁶)	1
	Motor-vehicle parts and accessories ⁸	8	8	8	8	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)

¹ "Before July 1, 1956," rates are those in effect just prior to passage of the 1956 legislation. From Oct. 1, 1972, rates are those to which the taxes revert under existing (July 1965) law. Some changes in the from Jan. 1, 1966, column became effective on different dates, as indicated in footnotes 3 and 7. (Legislation in 1959 called for portions of the taxes on new automobiles and parts to go to the trust fund during fiscal years 1962-64, and the fuel tax to revert to 3 cents during the same period, but legislation of 1961 nullified these provisions.)

² The tax rate on tires other than for highway use has remained at 5 cents per pound.

³ From July 1, 1956, to July 1, 1962, only half the tax on new trucks, buses, and trailers was dedicated to the trust fund. Beginning June 21, 1965, the following are tax-exempt: bodies for camper coaches and self-propelled mobile homes; house trailers; bodies designed for seed, feed, and fertilizer; small 3-wheeled trucks; and school buses.

⁴ Annual use tax on vehicles over 26,000 pounds gross weight (vehicle plus load); levied on total weight, not just on excess over 26,000 pounds.

⁵ Prior to Jan. 1, 1966, the lubricating oil tax went to the general fund. Beginning Jan. 1, 1966, this tax (excluding cutting oil) was dedicated to the trust fund, and refunds can be claimed for nonhighway use (applicable to motor fuel also).

⁶ The 8-percent tax on motor-vehicle parts and accessories, in effect prior to July 1, 1966, continued thereafter with revenue going to the general fund. Effective Jan. 1, 1966, the tax on automobile parts and accessories was repealed; the tax on truck and bus parts and accessories remains in effect, with revenue dedicated to the trust fund.

⁷ The tax rate on new automobiles, 10-percent until May 14, 1965, was scheduled to gradually decrease over a period of years under a provision of the Excise Tax Reduction Act of 1965 (signed into law June 22, 1965). However, this provision was amended by Public Law 89-368 (signed into law Mar. 15, 1966). The tax rate was 7 percent from May 15, 1965, to Dec. 31, 1965; 6 percent from Jan. 1, 1966, to Mar. 15, 1966, at which point it was raised to 7 percent by Public Law 89-368. The tax rate schedule is now 7 percent until Mar. 31, 1968; 2 percent from that time until Dec. 31, 1968; and 1 percent thereafter.

PROGRESS OF THE FEDERAL-AID HIGHWAY SYSTEMS

The program is progressing as fast as possible on the basis of revenues available in the highway trust fund. Since July 1, 1956, revenues accruing to the fund have totaled \$27.608 billion, and expenditures have totaled \$27.466 billion. On April 30, 1966, the balance in the highway trust fund was \$142 million.

The status of improvement of the Interstate System as of March 31, 1966, is summarized by States in table 2.

A total of 21,452 miles of the Interstate System was improved and open to traffic on March 31, reflecting an increase of 2,278 miles during the past 12 months. Work was underway on March 31 on 17,106 miles of the Interstate System including 5,903 miles under construction contract and 11,203 miles on which engineering or right-of-way acquisition work was underway. Thus, some form of work had been completed or was underway on 38,558 miles or 94 percent of the 41,000-mile Interstate System.

Interstate projects totaling \$16.3 billion have been completed since July 1, 1956. The completed projects include construction contracts at a total cost of \$13.9 billion and engineering and right-of-way acquisition totaling \$2.4 billion.

Interstate projects underway or authorized on April 30, 1966, totaled \$9.6 billion. The work underway included construction contracts totaling \$5.7 billion and engineering and right-of-way acquisition totaling \$3.9 billion.

The halfway point in project authorizations for completion of the Interstate System in accord with the 1965 cost estimate has been passed. As shown in table 3, which covers work authorized through April 30, 1966, preliminary engineering work has been authorized covering 81 percent of the total program; some 69 percent of the right-of-way acquisition work has been authorized; and contracts have been awarded on 53 percent of the construction work. In total, the work authorized to date represents 57 percent of the estimated total cost of completing the Interstate System as developed in the 1965 cost estimate.

Table 4 shows by State the status of active and completed projects financed from Federal-aid Interstate funds.

For the A-B-C program of primary, secondary, and urban highways, projects have been completed since July 1, 1956, at a total cost of \$16.4 billion. The completed projects include nearly 198,000 miles of construction contracts at a total cost of \$15.3 billion, and engineering and right-of-way acquisition totaling \$1.1 billion.

A-B-C projects underway or authorized on April 30, 1966, totaled \$3.8 billion and included nearly 20,000 miles of construction contracts at a total cost of \$3.1 billion and engineering and right-of-way acquisition totaling \$786 million.

The status of active and completed projects under the A-B-C program is shown by States in the enclosed table 5.

The apportionments made to the States last August included an interstate apportionment of \$3 billion and an A-B-C apportionment of \$1 billion.

TABLE 2.—*The National System of Interstate and Defense Highways—Improvement status of system mileage as of Mar. 31, 1966*

State	Preliminary status or not yet in progress ¹	Work in progress			Toll facilities	Open to traffic ²			Total designated system mileage
		Engineering or right-of-way	Under construction	Total under-way		Improved to standards adequate for present traffic	Completed to full or acceptable standards	Total open to traffic	
Alabama.....	62.3	225.0	240.6	465.6	-----	90.5	261.5	352.0	879.9
Arizona.....	36.8	268.5	183.5	452.0	-----	315.8	361.5	677.3	1,166.1
Arkansas.....	13.7	110.4	176.9	287.3	-----	2.8	216.6	219.4	520.4
California.....	-----	811.0	342.3	1,153.3	10.2	354.5	647.1	1,011.8	2,165.1
Colorado.....	162.0	165.1	102.1	267.2	-----	155.9	360.8	516.7	945.9
Connecticut.....	3.6	29.7	9.4	39.1	13.8	47.0	192.1	252.9	295.6
Delaware.....	-----	10.6	15.4	26.0	11.9	.9	1.8	14.6	40.6
Florida.....	269.7	199.8	206.1	405.9	46.5	-----	429.3	475.8	1,151.4
Georgia.....	3.2	418.5	262.4	680.9	-----	9.1	412.6	421.7	1,105.8
Hawaii.....	11.4	28.4	6.4	34.8	-----	1.6	3.8	5.4	51.6
Idaho.....	29.3	186.2	66.2	252.4	-----	53.6	273.1	326.7	608.4
Illinois.....	52.1	584.0	109.7	693.7	156.0	145.9	580.9	882.8	1,628.6
Indiana.....	-----	381.4	176.9	558.3	156.9	41.1	358.5	556.5	1,114.8
Iowa.....	81.6	177.1	76.9	254.0	.6	4.7	368.2	373.5	709.1
Kansas.....	0.8	161.6	69.5	231.1	186.6	8.5	372.0	567.1	799.0
Kentucky.....	4.6	287.3	130.2	417.5	39.2	11.3	260.5	311.0	733.1
Louisiana.....	21.4	262.3	168.4	430.7	-----	6.3	212.3	218.6	670.7
Maine.....	1.7	51.2	70.6	121.8	59.2	3.6	125.7	188.5	312.0
Maryland.....	19.2	55.3	28.3	83.6	53.0	93.8	104.6	251.4	354.2
Massachusetts.....	4.4	77.9	56.0	133.9	134.4	27.3	151.1	312.8	451.1
Michigan.....	12.0	202.3	77.8	280.1	4.8	46.2	738.4	789.4	1,081.5
Minnesota.....	-----	439.7	195.0	634.7	-----	48.4	220.8	269.2	903.9
Mississippi.....	-----	139.0	228.7	367.7	-----	31.9	278.4	310.3	678.0
Missouri.....	12.9	314.0	83.1	397.1	.3	167.8	541.2	709.3	1,119.3
Montana.....	131.8	516.4	127.7	644.1	-----	36.2	373.3	409.5	1,185.4
Nebraska.....	-----	179.0	58.1	237.1	-----	12.9	228.1	241.0	478.1
Nevada.....	-----	177.8	93.7	271.5	-----	5.4	257.7	263.1	534.6
New Hampshire.....	41.4	19.9	17.1	37.0	22.0	8.8	105.3	136.1	214.5
New Jersey.....	69.5	107.9	44.3	152.2	46.3	49.3	56.0	151.6	373.3
New Mexico.....	93.4	322.4	63.9	386.3	-----	88.3	434.6	522.9	1,002.6
New York.....	34.4	106.0	156.9	262.9	492.5	70.4	365.2	928.1	1,225.4
North Carolina.....	19.2	259.0	100.5	359.5	-----	35.6	356.0	391.6	770.3
North Dakota.....	78.8	97.1	68.3	165.4	-----	21.3	305.1	326.4	570.6
Ohio.....	21.3	343.0	219.4	562.4	206.1	49.6	688.4	944.1	1,527.8
Oklahoma.....	-----	206.4	23.8	230.2	174.1	53.5	340.1	567.7	797.9
Oregon.....	48.8	48.3	2.3	650.6	.4	185.7	445.4	631.5	730.9
Pennsylvania.....	41.9	355.8	257.6	13.4	360.2	2.2	562.0	924.4	1,579.7
Rhode Island.....	-----	28.6	10.7	39.3	-----	8.7	22.8	31.5	70.8
South Carolina.....	-----	158.8	176.0	334.8	-----	12.9	333.3	346.2	681.0
South Dakota.....	-----	247.6	96.5	344.1	-----	58.8	276.3	355.1	679.2
Tennessee.....	15.0	364.4	247.1	611.5	-----	126.5	297.9	424.4	1,050.9
Texas.....	210.2	751.3	415.3	1,166.6	-----	287.0	1,360.0	1,647.0	3,023.8
Utah.....	241.1	342.4	158.3	500.7	-----	42.6	150.1	192.7	934.5
Vermont.....	-----	174.5	37.4	211.9	-----	-----	109.3	109.3	321.2
Virginia.....	22.7	368.8	163.0	531.8	43.5	59.6	401.5	504.6	1,059.1
Washington.....	81.0	172.6	71.0	243.6	.3	204.8	196.1	401.2	725.8
West Virginia.....	181.1	82.2	67.7	149.9	86.2	.3	100.2	186.7	517.7
Wisconsin.....	.9	100.1	52.2	152.3	-----	24.3	281.1	305.4	453.6
Wyoming.....	234.3	81.4	91.6	173.0	-----	35.8	468.8	504.6	911.9
District of Columbia.....	14.1	4.7	.7	5.4	-----	2.9	7.4	10.3	29.8
Pending.....	³ 58.5	-----	-----	-----	-----	-----	-----	-----	³ 58.3
Total.....	⁴ 2,442.1	⁵ 11,202.7	⁶ 5,903.51	7,106.2	⁷ 2,305.0	⁸ 3,151.9	⁹ 15,994.82	21,451.74	1,000.0

¹ Public hearings have been held on route location, and location studies are underway on many portions of the mileage in this column.

² Total open to traffic, 53 percent.

³ Consists of mileage which has not been assigned to any specific route and is a reserve for final measurement of the system.

⁴ Preliminary status or not yet in progress, 6 percent.

⁵ Engineering or right-of-way in progress, 27 percent.

⁶ Under construction, 14 percent.

⁷ Toll facilities, 6 percent.

⁸ Adequate present traffic, 8 percent.

⁹ Completed to full or acceptable standards, 39 percent.

TABLE 3.—*Interstate System authorizations through Apr. 30, 1966*

[Dollar amounts in millions]

Item	Total cost of work authorized				
	Actual through Apr. 30, 1966		Estimated remaining work as of Apr. 30, 1966		Total Interstate System costs per 1965 estimate
	Amount	Percent of total item costs	Amount	Percent of total item costs	
Preliminary engineering.....	\$1,088	81	\$257	19	\$1,345
Right-of-way.....	5,066	69	2,289	31	7,355
Construction.....	19,483	53	17,131	47	36,614
Subtotal.....	25,637	57	19,677	43	45,314
State highway planning and research.....					640
Public Roads administration and research.....					511
Contingencies.....					335
Total.....					46,800

Ohio.....	345.9	307.3	107.3	94.6	453.2	401.9	829.2	22.9	349.6	311.8	1,178.8	1,034.7
Oklahoma.....	48.7	43.7	64.3	57.9	113.0	101.6	200.2	173.0	14.4	12.6	214.6	187.6
Oregon.....	80.7	74.1	70.9	65.1	151.6	139.2	292.5	251.0	8.9	7.6	301.4	258.6
Pennsylvania.....	308.0	275.2	143.2	128.3	451.2	403.5	612.8	537.3	107.9	96.1	720.7	633.4
Rhode Island.....			47.8	42.4	47.8	42.4	63.3	54.7	13.0	11.5	76.3	66.2
South Carolina.....	73.0	65.9	6.6	5.9	79.6	71.8	143.4	127.1	28.4	25.2	171.8	152.3
South Dakota.....	39.3	36.8	3.4	3.1	42.7	38.9	140.6	126.1	12.1	10.9	152.7	137.0
Tennessee.....	128.8	115.9	136.7	121.5	265.5	237.4	391.8	352.2	16.9	13.3	408.7	365.5
Texas.....	332.8	297.8	10.0	9.0	342.8	306.8	747.1	659.8	232.5	209.1	979.6	968.9
Utah.....	94.7	90.1	54.9	52.1	149.6	142.2	125.7	117.7	22.7	21.0	148.4	138.7
Vermont.....	31.6	28.3	10.9	9.8	42.5	38.1	126.2	112.1	14.1	11.8	140.3	123.9
Virginia.....	220.8	198.9	162.8	146.4	383.6	345.3	393.0	349.5	49.9	44.2	442.9	393.7
Washington.....	119.0	108.3	43.7	41.4	165.2	149.7	236.6	201.0	98.7	87.2	335.3	288.2
West Virginia.....	159.0	142.9	66.3	59.2	225.3	202.1	123.4	109.9	20.7	17.9	144.1	127.8
Wisconsin.....	53.1	46.3	28.1	24.0	81.2	70.3	214.7	189.7	45.8	39.6	260.5	229.3
Wyoming.....	40.7	37.8	11.6	10.8	52.3	48.6	186.5	171.9	9.0	8.2	195.3	180.1
District of Columbia.....							107.2	94.4	29.4	26.6	136.6	120.0
Puerto Rico.....	17.1	16.6	51.2	46.0	68.3	62.6						
Total.....	5,677.1	5,103.9	3,904.1	3,457.1	9,581.2	8,561.0	13,839.1	12,156.9	2,433.4	2,133.3	16,272.5	14,230.2

TABLE 5.—Federal-aid primary and secondary highway systems—Active and completed projects financed with primary, secondary, and urban funds as of Apr. 30, 1966

State	Projects underway or authorized										Projects completed July 1, 1966 to date									
	Construction					Engineering and rights-of-way					Construction					Engineering and rights-of-way				
	Total cost			Federal funds		Total cost			Federal funds		Total cost			Federal funds		Total cost			Federal funds	
	Miles	Federal funds	Total cost	Total cost	Federal funds	Miles	Total cost	Total cost	Federal funds	Total cost	Miles	Total cost	Total cost	Federal funds	Total cost	Miles	Total cost	Total cost	Federal funds	Total cost
Alabama.....	372.6	\$23.3	\$45.7	\$26.9	\$13.5	\$72.6	\$36.8	\$319.1	\$161.2	6,519.0	\$20.9	\$10.3	\$339.9	\$171.5	\$171.5					
Alaska.....	546.4	64.2	69.8	30.9	29.3	100.7	93.5	171.7	158.5	1,609.0	16.9	15.9	168.6	174.4	174.4					
Arizona.....	161.2	14.7	22.3	5.4	2.7	22.5	14.9	144.7	106.3	1,430.4	4.5	3.1	149.2	109.4	109.4					
Arkansas.....	471.7	19.0	37.4	5.4	2.7	42.8	21.7	223.8	113.3	4,290.4	16.8	8.2	240.6	121.5	121.5					
California.....	312.6	113.1	202.5	30.0	2.1	232.5	115.2	232.6	490.7	2,801.1	6.8	3.9	947.4	494.6	494.6					
Colorado.....	212.5	10.5	18.8	5.3	3.1	24.1	13.6	232.9	124.8	2,882.2	30.3	16.2	263.2	141.0	141.0					
Connecticut.....	23.1	21.2	43.2	16.4	8.2	59.6	29.4	138.3	67.6	218.9	12.2	6.2	150.5	71.8	71.8					
Delaware.....	93.5	21.2	17.2	3.0	1.5	20.2	10.3	56.7	27.3	370.6	3.8	1.8	59.4	28.6	28.6					
Florida.....	292.8	27.4	55.2	7.2	3.6	62.4	31.0	305.9	143.5	2,827.7	3.8	1.8	309.7	145.3	145.3					
Georgia.....	48.7	48.7	96.8	35.4	17.7	132.2	66.4	318.9	158.5	4,374.1	20.1	9.8	339.0	168.3	168.3					
Hawaii.....	12.4	3.4	7.4	2.8	1.4	10.2	4.8	57.4	28.1	118.5	12.3	5.9	69.7	34.0	34.0					
Idaho.....	110.7	12.2	18.4	7.3	4.6	25.7	16.8	116.8	74.0	1,996.6	11.9	6.5	128.7	80.5	80.5					
Illinois.....	422.9	51.8	101.9	21.4	10.7	123.3	62.5	763.1	394.1	6,707.6	23.2	11.5	786.3	405.6	405.6					
Indiana.....	230.4	39.6	79.1	36.9	18.5	116.0	58.1	368.8	191.9	3,057.6	46.9	21.6	416.7	213.5	213.5					
Iowa.....	1,297.1	35.0	68.3	1.4	0.7	69.7	35.7	334.1	173.0	9,201.4	12.1	6.0	346.2	179.0	179.0					
Kansas.....	234.0	34.2	68.0	7.3	3.7	75.3	37.9	305.0	153.9	10,725.8	26.9	13.6	331.9	167.5	167.5					
Kentucky.....	101.7	13.7	27.6	15.9	8.0	43.5	21.7	257.0	130.0	2,178.2	41.6	20.4	298.6	150.4	150.4					
Louisiana.....	313.2	28.1	55.4	21.1	10.5	76.5	38.6	275.2	134.3	2,411.1	7.1	3.4	282.3	137.9	137.9					
Maine.....	103.5	8.8	17.6	2.6	1.3	20.2	10.1	110.3	55.0	791.8	14.7	7.0	125.0	62.6	62.6					
Maryland.....	203.1	22.9	45.6	5.1	2.5	50.7	25.4	177.9	89.8	1,224.4	3.1	1.6	181.0	91.4	91.4					
Massachusetts.....	54.5	25.1	50.4	37.3	18.6	87.7	43.7	255.0	125.1	7,348.6	28.2	13.9	283.2	138.0	138.0					
Michigan.....	809.2	59.7	122.3	33.3	16.7	155.6	76.4	597.8	290.0	7,665.8	21.8	10.2	619.6	300.2	300.2					
Minnesota.....	309.2	47.3	95.8	13.8	7.0	109.6	54.3	380.4	196.5	12,153.5	9.6	4.9	390.0	201.4	201.4					
Mississippi.....	612.9	22.1	43.4	11.0	5.5	54.4	27.6	246.3	121.0	6,335.3	26.1	13.1	272.4	134.1	134.1					
Missouri.....	264.6	31.2	63.0	27.5	13.9	90.5	45.1	387.9	198.7	9,228.9	73.7	36.0	461.6	234.7	234.7					
Montana.....	366.6	20.2	35.2	6.7	3.8	41.2	24.0	204.3	124.5	3,770.6	22.8	12.8	227.1	131.3	131.3					
Nebraska.....	765.2	19.6	37.4	5.8	3.0	43.2	22.6	266.1	137.8	6,509.2	23.9	11.9	290.0	147.7	147.7					
Nevada.....	144.0	10.8	12.2	9.8	8.8	22.0	19.6	86.1	72.6	1,529.2	7.3	5.8	93.4	78.4	78.4					
New Hampshire.....	34.5	5.7	11.5	1.1	0.6	11.6	9.7	79.8	39.6	368.6	2.9	1.4	82.7	41.0	41.0					
New Jersey.....	66.9	23.7	48.6	77.1	36.6	125.7	60.3	218.5	109.5	413.5	15.3	7.7	233.8	117.2	117.2					
New Mexico.....	195.5	16.8	24.7	3.9	2.6	28.6	19.4	155.7	100.8	1,999.6	14.4	8.6	170.1	109.4	109.4					
New York.....	318.2	137.7	305.8	10.8	5.4	316.6	143.1	1,215.8	574.8	2,972.6	15.8	7.8	1,231.6	582.6	582.6					
North Carolina.....	326.5	39.4	78.0	42.8	21.4	120.8	60.8	331.2	166.8	4,465.4	57.4	28.7	388.6	195.5	195.5					
North Dakota.....	1,066.7	13.8	26.7	1.1	0.6	27.8	14.4	186.4	95.1	10,870.8	10.9	5.5	197.3	100.3	100.3					
Ohio.....	261.7	64.9	127.7	5.4	2.7	133.1	67.6	595.9	316.3	2,333.4	67.7	43.6	683.6	359.9	359.9					

[Dollar amounts in millions]

Oklahoma.....	42.8	21.6	474.3	7.1	3.5	49.9	25.1	339.2	170.6	5,233.8	12.9	6.3	352.1	176.9
Oregon.....	30.7	14.9	61.1	13.4	8.3	44.1	22.6	206.9	121.2	1,940.6	11.2	6.5	218.1	127.7
Pennsylvania.....	174.4	85.8	241.5	40.0	20.0	214.4	105.8	689.5	341.8	1,789.6	57.1	28.6	746.6	370.4
Rhode Island.....	14.8	7.3	25.6	20.9	10.3	35.7	17.6	72.8	36.4	203.9	9.3	4.6	82.1	41.0
South Carolina.....	68.2	32.5	1,240.0	1.3	.6	69.5	33.1	189.5	96.2	5,628.9	20.0	10.0	209.5	106.2
South Dakota.....	25.7	14.2	556.6	1.6	3	26.3	14.5	196.5	109.1	7,609.0	2.8	1.6	199.3	110.7
Tennessee.....	58.8	29.9	538.2	39.6	19.8	99.4	49.7	309.2	156.3	5,966.1	21.3	9.1	330.5	165.4
Texas.....	140.1	73.4	1,221.5	6.5	5.0	140.1	73.4	984.7	507.9	15,692.0	4.8	2.6	988.5	510.5
Utah.....	17.7	13.8	97.8	2.1	1.0	24.2	18.8	111.3	78.5	1,337.6	8.6	5.9	119.9	84.4
Vermont.....	11.4	5.6	38.3	2.1	1.0	13.5	6.6	66.9	33.5	450.5	8.6	3.9	75.5	37.4
Virginia.....	62.5	32.1	248.1	13.9	7.0	76.4	39.1	297.7	149.3	3,303.9	37.1	17.8	334.8	167.1
Washington.....	45.6	21.8	226.6	10.8	5.5	56.4	27.3	273.1	132.6	3,273.0	16.0	8.8	289.1	141.4
West Virginia.....	71.8	36.1	133.2	33.7	16.9	105.5	53.0	107.9	53.6	976.9	22.6	11.2	130.5	64.8
Wisconsin.....	47.9	24.1	394.2	15.9	7.9	63.8	32.0	339.1	178.5	5,482.1	44.9	21.8	404.0	200.3
Wyoming.....	15.2	9.7	126.4	2.7	1.8	17.9	11.5	126.0	83.9	1,941.3	4.9	3.3	130.9	86.8
District of Columbia.....	14.5	12.1	3.1	6.7	3.4	21.2	15.5	78.1	39.2	58.4	6.3	2.8	84.4	42.0
Puerto Rico.....	38.3	18.8	62.1	2.2	1.1	40.5	19.9	96.9	43.9	248.2	24.7	10.3	121.6	54.2
Total.....	3,062.2	1,591.7	19,800.0	786.0	402.8	3,848.2	1,994.5	15,333.7	7,977.8	197,845.6	1,065.5	541.3	16,399.2	8,519.1

COST ESTIMATE FOR COMPLETION OF INTERSTATE SYSTEM

On January 11, 1965, the Secretary of Commerce transmitted to the Congress a report on the estimated cost of completing the National System of Interstate and Defense Highways, recommended factors for apportioning funds authorized for the system for the fiscal years ending June 30, 1967, 1968, and 1969, and individual analyses of the estimated costs of completion for each of the individual States. The report was transmitted pursuant to the requirements of section 104 (b)5, title 23, United States Code, as amended by the Federal-Aid Highway Amendments Act of 1963. This report is printed as House Document No. 42, 89th Congress.

The relevant section of the act, as amended, requires that:

The Secretary shall make a revised estimate of the cost of completing the then designated Interstate System, after taking into account all previous apportionments made under this section, in the same manner as stated above, and transmit the same to the Senate and the House of Representatives within 10 days subsequent to January 2, 1965. Upon the approval of such estimate by the Congress, the Secretary shall use the Federal share of such approved estimate in making apportionments for the fiscal years ending June 30, 1967; June 30, 1968; and June 30, 1969.

The interstate cost estimate is revised periodically on the basis of standards promulgated by the Secretary of Commerce in cooperation with the State highway departments and applied uniformly through the States. The next cost estimate to be submitted to the Congress in January 1968, will be the basis for apportioning Interstate funds for the fiscal year 1970.

THE 1965 COST ESTIMATE

The Bureau of Public Roads, in cooperation with the State highway departments, prepared an instructional manual for use in preparing the estimate of the cost of completing the Interstate System. The manual, which was furnished to the State highway departments in January 1964, provided the geometric design standards; a suggested method of forecasting traffic; and procedures for preparation, assembly, and submission of the cost estimate. Meetings were held to review the manual with the representatives of the State highway departments and the Bureau of Public Roads field offices to assure its uniform interpretation. Interpretative directives were also issued by the Bureau from time to time and repeated meetings were held as the work progressed. This interpretation on a national basis, together with close and continuing liaison between all concerned, provided for uniformity of application of the estimate regulations required by law.

The 1965 estimate reported a cost increase of \$5.8 billion over the estimate submitted to Congress in 1961. The Federal share of this increased cost is \$5 billion.

An estimated \$3.6 billion of the cost increase results from system additions and adjustments made during the period between the two estimates; the change in the applicable design year from 1975 to standards adequate to handle the traffic forecast for 20 years from the date of project approval; additional interchanges and grade separa-

tion structures required because of increased traffic demands associated with the availability of large portions of the Interstate System; added traffic lanes required to meet the demands of increased traffic volumes other than lanes added as a result of the change in the design year; wider shoulders on bridges in the interest of safety; heavier design of highway pavement to lengthen the serviceable life of the pavements, and changes and additions in a variety of highway elements based on information and knowledge developed to a greater extent than that available at the time of the 1961 estimate. These include changes in excavation, embankments, drainage structures, utility adjustments, roadside improvements, signs, and other items not identified in previous categories.

Nearly \$2 billion of the \$5.8 billion increased cost are in the categories of right-of-way, preliminary engineering, and construction costs due to change in unit price since the last estimate.

In the 1st session of the 89th Congress the committee withheld approval of the 1965 cost estimate for completion of the Interstate System. Senate Resolution 81 reported by the committee and enacted as Public Law 89-139 authorized the Secretary of Commerce to apportion the funds for the fiscal year 1967 for the interstate and defense highways, using the apportionment figures contained in table 5 of House Document 42, 89th Congress. This resolution also increased the amount of funds authorized for the Interstate System for the fiscal year 1967 from \$2.9 to \$3 billion, leaving unauthorized \$4.9 billion of the \$5 billion Federal cost reported in the 1965 cost estimate.

S. 3155 authorizes appropriations from the Highway Trust Fund for the Interstate System and the A-B-C Systems for the fiscal years of 1968 and 1969.

ADDITIONAL COST FACTORS (INTERSTATE SYSTEM)

The Subcommittee on Roads during the 1st session of the 89th Congress carefully examined the 1965 Cost Estimate for Completion of the Interstate System, prior to reporting Senate Joint Resolution 81. During hearings this year on S. 3155, conducted on May 11, 12, 13, 17, 18, 19 and 26, the committee again reviewed the cost estimates as well as known or anticipated cost factors that were not officially reported in the 1965 estimate.

The committee received testimony from representatives of the Department of Commerce as well as State officials and industry leaders in the field of highway construction. The testimony disclosed that the 1965 cost estimate was based on 1963 unit price of construction figures, and that the final cost of completing the system would exceed the 1965 estimate. Since 1963 there has been an average annual increase of 2½ percent in construction costs, and it is the committee's view that unless there are substantial changes in the general condition of the national economy, it may be anticipated that highway construction costs will continue to increase at approximately this rate during the remainder of the period of the interstate program.

The hearings also developed testimony which made it evident that certain additional design features would have to be included in the Interstate System in order to maintain the high degree of quality

expected of the system. These design changes, made necessary by increasing traffic, safety considerations, and technological advances, include the requirement that the system be a minimum of four lanes throughout, some additional interchanges not covered by the 1965 cost estimate, and provisions for wider bridges and extra lanes in some areas. However, the cost estimates which are predicated on these changes are tentative at best, and have not been subjected to the kind of scrutiny and refinement required of the periodic completion cost estimates submitted by the Secretary of Commerce pursuant to the provisions of section 104(b)5, title 23, United States Code, as amended by the Federal-Aid Highway Amendments Act of 1963.

REVISION OF AUTHORIZATION FOR INTERSTATE SYSTEM, SECTION 2

For the reasons cited above, and with the understanding that the Secretary of Commerce will transmit to the Congress in January 1968, a revised and more accurate estimate of the cost of completion of the Interstate System, the committee has recommended authorizations of appropriations for the Interstate System only for the fiscal years ending June 30, 1968, and June 30, 1969, based on the estimate submitted to the Congress in 1965.

The committee stresses the urgency of early enactment of S. 3155 in order that the fiscal 1968 apportionments can be made and thereby relieve the growing financial pressure on many of the States. According to the July 14, 1966, issue of the authoritative Engineering News-Record,

* * * some States are already borrowing heavily on their A-B-C allocation to pay for Interstate projects while they wait for the fourth-quarter allotment of Interstate funds from BPR. As of May 31, when 75 percent of the Interstate and 75 percent of the A-B-C funds had been handed out by BPR, 8 States had already obligated for Interstate projects more than they had received in Interstate allocations.

North Dakota and Texas were up to 88 percent; South Carolina, 87 percent; Wisconsin, 85 percent; Missouri, 78 percent; Georgia and Oregon, 76 percent; South Dakota, 75 percent; New Mexico, 74 percent; and Connecticut and Nebraska 73 percent.

* * * * *

The Associated General Contractors recently completed a survey of highway departments across the Nation that showed 22 States either in financial trouble or expecting to be soon.

EFFECT OF INCREASING AUTHORIZATIONS AND NEED FOR AUGMENTING THE HIGHWAY TRUST FUND

As noted in an earlier section of this report under the heading "Federal-Aid Financing and the Highway Trust Fund," revenue for the Federal-aid highway program, including construction of the Interstate System, is supplied by the highway users themselves. Amounts equal to the collection of certain highway user taxes or fees are placed in the highway trust fund, and all appropriations for con-

struction of Federal-aid highways come from that fund rather than from the general fund of the Treasury.

Considering this source of funding, conditioned also by the limitation on apportionment of authorized appropriations imposed by section 209(g) of the Highway Revenue Act of 1956, the committee draws attention to two major facts of Interstate financing in relation to the statutory completion date of 1972:

First, the authorizations for the fiscal year 1968 and succeeding years through 1972, as proposed by the administration in the original version of S. 3155, are known to be insufficient to complete the program on schedule. Yet even these inadequate authorization levels are in excess of anticipated trust fund receipts under existing legislation.

Second, it is known that cost increases above the 1965 estimate, produced by technological and economic factors discussed earlier in this report, will bring the final completion costs to a level of \$3 billion or \$4 billion above the 1965 estimate. Admittedly, this figure is but an informed guess at this time, and the committee expects the Secretary of Commerce to present a refined, documented, and defensible cost of completion estimate in his report to the Congress in January 1968.

The committee cannot overemphasize the urgency of completing the Interstate System and adhering to the 1972 completion date as nearly as is technologically and economically feasible. The benefits of the program are of such magnitude that it warrants the best efforts of the Federal Government, the States, and the construction industry to push toward an early completion date.

As noted in testimony before the committee, the benefit-cost ratio of the Interstate System has been calculated by the Bureau of Public Roads to be 2.9—that is, \$2.90 in benefits are returned to highway users for every dollar invested.

This calculation applies only to direct benefits to highway users, and does not consider the value of the lives saved (8,000 per year when the system is completed), nor does it include the incalculable but immense indirect social and economic benefits for the Nation as a whole.

To quote once again the oft-referred-to remark of the late Thomas H. McDonald, former Chief of the Bureau of Public Roads: "We pay for good roads whether we build them or not."

Testimony presented to the committee made it quite evident that with a few exceptions in urban areas, the major impediment to completion of the Interstate System on schedule is the shortage of funds. Thus, the solution to the problem rests not with this committee, which does not have jurisdiction on revenue measures, but with the administration and the respective tax-writing committees of the House of Representatives and the Senate.

On three successive occasions since 1961 the administration has recommended revenue measures to augment the trust fund. And in each instance the Congress has withheld action. Others may speculate regarding the reasons for this impasse, but as a practical matter affecting the major civil works construction program in the Nation, this committee urges the administration to reappraise its assumptions regarding interstate financing and recommend to the next Congress a realistic revenue measure which will solicit congressional approval.

Finally, with respect to the 1968 cost estimate of completion, the committee directs the Secretary to consider in his estimate all known and anticipated cost increases heretofore discussed by the committee under the heading of "Additional Cost Factors." The 1968 estimate should include, but not be limited to, extrapolation of the average increase in unit prices of construction and materials; appreciation of land values, particularly in urban areas; increases due to new design features; possible increases in relocation costs for displaced persons and businesses; increases generated by the need to serve additional social, cultural, esthetic, historic, and recreational values, particularly in urban areas; and increases required by implementation of the Highway Beautification Act of 1965 and pending highway safety legislation, as well as the programs authorized or anticipated by studies which are authorized in S. 3155.

The following tables present authorization levels for the Interstate System and the A-B-C program under existing and proposed legislation.

The program for financing the Interstate System and the A-B-C program through September 30, 1972, as authorized in existing legislation, is shown in table 6, which presents annual apportionments, disbursements, revenues and trust fund balances.

Table 7 shows each State's approximate share of the 1968 interstate funds under existing legislation, plus \$1 billion of A-B-C funds.

Approximate interstate and A-B-C apportionments for each of the States under S. 3155 are shown for fiscal years 1968 and 1969 in tables 8 and 9, respectively.

TABLE 6.—Highway trust fund—Federal highway programs financed pursuant to existing legislation

[Expenditure programs: Interstate, \$37,100,000,000; A-B-C and emergency relief. Revenues: Present sources]

[In millions of dollars]

Fiscal year	Apportionment				Obligations	Disbursements	Revenues	Balance
	Date	Interstate	A-B-C and other	Total				
Balance ¹	June 30, 1956	315	1,665	1,980	1,160			
1957.....	June 29, 1956	1,000	129	1,129	2,227	966	1,482	516
1958.....	Aug. 1, 1956	1,700	859	2,559	2,945	1,511	2,044	1,049
1959.....	Aug. 1, 1957	2,200	1,380	3,580	3,509	2,613	2,087	523
1960.....	Aug. 1, 1958	2,500	906	3,406	2,610	2,940	2,536	119
1961.....	Oct. 8, 1959	1,800	878	2,678	3,187	2,619	2,799	299
1962.....	Aug. 1, 1960	2,200	883	3,083	3,034	2,784	2,956	471
1963.....	Aug. 17, 1961	2,400	929	3,329	3,927	3,017	3,293	747
1964.....	Sept. 21, 1962	2,600	974	3,574	4,165	3,645	3,539	641
1965.....	July 8, 1963	2,700	1,057	3,757	4,022	4,026	3,679	285
1966.....	Aug. 18, 1964	2,800	1,040	3,840	² 3,940	² 3,970	² 3,864	² 179
1967.....	Aug. 30, 1965	3,000	1,030	4,030	² 4,231	² 3,970	² 3,989	² 198
1968 ²	July 1, 1966	3,000	1,030	4,030	4,430	4,186	4,190	202
1969 ²	July 1, 1967	3,000	1,030	4,030	4,430	4,331	4,325	196
1970 ²	July 1, 1968	3,000	1,030	4,030	4,330	4,367	4,414	243
1971 ²	July 1, 1969	2,885	1,030	3,915	1,059	4,396	4,502	349
1972 ²	July 1, 1970		1,030	1,030	1,075	3,442	4,603	1,510
1973 ^{2 3}	July 1, 1971		1,030	1,030	268	307	1,736	2,939
Total.....		37,100	17,910	55,010	54,579	53,090	56,029	2,939

¹ Unpaid balance of prior authorizations.

² Estimated.

³ Through Sept. 30, 1972.

TABLE 7.—Approximate apportionment of Federal-aid highway funds for the fiscal year 1968, pursuant to existing legislation

[In thousands of dollars]

State	ABC				Interstate (3,000,000)	Total (4,000,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Total (1,000,000)		
Alabama.....	8,807	6,702	3,361	18,870	64,301	83,171
Alaska.....	23,992	16,102	164	40,258		40,258
Arizona.....	6,354	4,117	1,869	12,340	45,743	58,083
Arkansas.....	6,604	5,230	1,362	13,196	23,256	36,452
California.....	21,778	9,877	27,062	58,717	289,206	347,923
Colorado.....	7,727	5,017	2,545	15,289	35,068	50,897
Connecticut.....	3,247	1,773	3,937	8,957	62,676	71,633
Delaware.....	2,216	1,478	574	4,268	5,319	9,587
Florida.....	8,706	5,414	7,030	21,150	65,364	86,514
Georgia.....	10,588	8,032	4,051	22,671	42,670	65,341
Hawaii.....	2,216	1,478	928	4,622	25,472	30,094
Idaho.....	4,943	3,548	528	9,019	17,464	26,483
Illinois.....	16,606	9,081	16,053	41,740	169,558	211,298
Indiana.....	9,807	7,110	5,609	22,526	64,951	87,477
Iowa.....	10,332	7,675	2,672	20,679	35,903	56,582
Kansas.....	10,101	7,051	2,453	19,605	22,074	41,679
Kentucky.....	7,479	6,307	2,496	16,282	61,760	78,042
Louisiana.....	6,921	4,955	3,913	15,799	74,998	90,797
Maine.....	3,325	2,523	849	6,697	13,179	19,876
Maryland.....	4,262	2,666	4,521	11,449	48,048	59,497
Massachusetts.....	5,345	2,296	8,627	16,268	64,419	80,687
Michigan.....	13,643	8,561	11,337	33,541	88,177	121,718
Minnesota.....	11,586	8,154	4,099	23,839	68,733	92,572
Mississippi.....	7,373	6,121	1,468	14,962	32,594	47,556
Missouri.....	12,295	8,409	5,555	26,259	71,866	98,125
Montana.....	8,133	5,644	572	14,349	30,259	44,608
Nebraska.....	7,846	5,600	1,442	14,888	16,814	31,702
Nevada.....	4,985	3,315	377	8,677	18,617	27,294
New Hampshire.....	2,216	1,478	611	4,355	14,302	18,657
New Jersey.....	6,023	1,990	10,742	18,755	78,101	96,856
New Mexico.....	6,741	4,550	1,208	12,499	35,519	48,018
New York.....	19,832	8,550	28,794	57,176	151,030	208,206
North Carolina.....	10,615	9,456	3,279	23,350	27,097	50,447
North Dakota.....	5,922	4,322	439	10,683	13,741	24,424
Ohio.....	14,901	9,267	14,128	38,296	182,973	221,269
Oklahoma.....	9,107	6,334	2,758	18,199	31,116	49,315
Oregon.....	6,892	4,815	2,089	13,796	52,038	65,834
Pennsylvania.....	16,023	10,264	15,911	42,198	143,140	185,338
Rhode Island.....	2,216	1,478	1,503	5,197	16,489	21,686
South Carolina.....	5,746	5,006	1,790	12,542	19,060	31,602
South Dakota.....	6,316	4,566	455	11,337	26,772	38,109
Tennessee.....	9,159	7,174	3,561	19,894	64,449	84,343
Texas.....	27,710	17,530	13,894	59,134	148,784	207,918
Utah.....	4,659	3,019	1,304	8,982	45,182	54,164
Vermont.....	2,216	1,478	268	3,962	21,158	25,120
Virginia.....	6,400	6,561	4,334	19,295	91,753	111,043
Washington.....	6,983	4,721	3,740	15,444	71,836	87,280
West Virginia.....	4,519	4,027	1,316	9,862	67,994	77,856
Wisconsin.....	10,391	7,313	4,837	22,541	24,733	47,274
Wyoming.....	5,014	3,412	295	8,721	29,166	37,887
District of Columbia.....	2,216	1,478	1,569	5,263	39,538	44,801
Puerto Rico.....	2,216	2,465	1,921	6,602		6,602

TABLE 8.—Approximate apportionment of Federal-aid highway funds for the fiscal year 1968, pursuant to proposed legislation

[In thousands of dollars]

State	A-B-C				Interstate (3,300,000)	Total (4,300,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Total (1,000,000)		
Alabama.....	8,807	6,702	3,361	18,870	70,731	89,601
Alaska.....	23,992	16,102	164	40,258	-----	40,258
Arizona.....	6,354	4,117	1,869	12,340	50,318	62,658
Arkansas.....	6,604	5,230	1,362	13,196	25,581	38,777
California.....	21,778	9,877	27,062	58,717	318,126	376,843
Colorado.....	7,727	5,017	2,545	15,289	39,169	54,458
Connecticut.....	3,247	1,773	3,937	8,957	68,943	77,900
Delaware.....	2,216	1,478	574	4,268	5,851	10,119
Florida.....	8,706	5,414	7,030	21,150	71,901	93,051
Georgia.....	10,588	8,032	4,051	22,671	46,937	69,608
Hawaii.....	2,216	1,478	928	4,622	28,019	32,641
Idaho.....	4,943	3,548	528	9,019	19,210	28,229
Illinois.....	16,606	9,081	16,053	41,740	186,514	228,254
Indiana.....	9,807	7,110	5,609	22,526	71,446	93,972
Iowa.....	10,332	7,675	2,672	20,679	39,494	60,173
Kansas.....	10,101	7,051	2,453	19,605	24,281	43,886
Kentucky.....	7,479	6,307	2,496	16,282	67,935	84,217
Louisiana.....	6,921	4,965	3,913	15,799	82,498	98,297
Maine.....	3,325	2,523	849	6,697	14,497	21,194
Maryland.....	4,262	2,666	4,521	11,449	52,853	64,302
Massachusetts.....	5,345	2,296	8,627	16,268	70,861	87,129
Michigan.....	13,643	8,561	11,337	33,541	96,995	130,536
Minnesota.....	11,586	8,154	4,099	23,839	75,607	99,446
Mississippi.....	7,373	6,121	1,468	14,962	35,853	50,815
Missouri.....	12,295	8,409	5,555	26,259	79,052	105,311
Montana.....	8,133	5,644	572	14,349	33,285	47,634
Nebraska.....	7,846	5,600	1,442	14,888	18,495	33,383
Nevada.....	4,985	3,315	377	8,677	20,478	29,155
New Hampshire.....	2,216	1,478	661	4,355	15,732	20,087
New Jersey.....	6,023	1,990	10,742	18,755	85,911	104,666
New Mexico.....	6,741	4,550	1,208	12,499	39,071	51,570
New York.....	19,832	8,550	28,794	57,176	166,133	223,309
North Carolina.....	10,615	9,456	3,279	23,350	29,807	53,157
North Dakota.....	5,922	4,322	439	10,683	15,115	25,798
Ohio.....	14,901	9,267	14,128	38,296	201,271	239,567
Oklahoma.....	9,107	6,334	2,758	18,199	34,228	52,427
Oregon.....	6,892	4,815	2,089	13,796	57,241	71,037
Pennsylvania.....	16,023	10,264	15,911	42,198	157,454	199,652
Rhode Island.....	2,216	1,478	1,503	5,197	18,138	23,335
South Carolina.....	5,746	5,006	1,790	12,542	20,966	33,508
South Dakota.....	6,316	4,566	455	11,337	29,450	40,787
Tennessee.....	9,159	7,174	3,561	19,894	70,893	90,787
Texas.....	27,710	17,530	13,894	59,134	163,663	222,797
Utah.....	4,659	3,019	1,304	8,982	49,700	58,682
Vermont.....	2,216	1,478	268	3,962	23,274	27,236
Virginia.....	8,400	6,561	4,334	19,295	100,928	120,223
Washington.....	6,983	4,721	3,740	15,444	79,020	94,464
West Virginia.....	4,519	4,027	1,316	9,862	74,794	84,656
Wisconsin.....	10,391	7,313	4,837	22,541	27,207	49,748
Wyoming.....	5,014	3,412	295	8,721	32,082	40,803
District of Columbia.....	2,216	1,478	1,569	5,263	43,492	48,755
Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

TABLE 9.—*Approximate apportionment of Federal-aid highway funds for the fiscal year 1969, pursuant to proposed legislation*

[In thousands of dollars]

State	ABC				Interstate (3,600,000)	Total (4,600,000)
	Primary (450,000)	Secondary (300,000)	Urban (250,000)	Total (1,000,000)		
Alabama.....	8,807	6,702	3,361	18,870	77,161	96,031
Alaska.....	23,992	16,102	164	40,258	-----	40,258
Arizona.....	6,354	4,117	1,869	12,340	54,892	67,232
Arkansas.....	6,604	5,230	1,362	13,196	27,907	41,103
California.....	21,778	9,877	27,062	58,717	347,047	405,764
Colorado.....	7,727	5,017	2,545	15,289	42,729	58,018
Connecticut.....	3,247	1,773	3,937	8,957	75,211	84,168
Delaware.....	2,216	1,478	574	4,268	6,383	10,651
Florida.....	8,706	5,414	7,030	21,150	78,438	99,588
Georgia.....	10,588	8,032	4,051	22,671	51,204	73,875
Hawaii.....	2,216	1,478	928	4,622	30,567	35,189
Idaho.....	4,943	3,548	528	9,019	20,957	29,976
Illinois.....	16,606	9,081	16,053	41,740	203,469	245,209
Indiana.....	9,807	7,110	5,609	22,526	77,941	100,467
Iowa.....	10,332	7,675	2,672	20,679	43,084	63,763
Kansas.....	10,101	7,051	2,453	19,605	26,489	46,094
Kentucky.....	7,479	6,307	2,496	16,282	74,111	90,393
Louisiana.....	8,921	4,965	3,913	15,799	89,997	105,796
Maine.....	3,325	2,523	849	6,697	15,815	22,512
Maryland.....	4,262	2,666	4,521	11,449	57,658	69,107
Massachusetts.....	5,345	2,296	8,627	16,268	77,303	93,571
Michigan.....	13,643	8,561	11,337	33,541	105,813	139,354
Minnesota.....	11,586	8,154	4,099	23,839	82,480	106,319
Mississippi.....	7,373	6,121	1,468	14,962	39,112	54,074
Missouri.....	12,295	8,409	5,555	26,259	86,239	112,498
Montana.....	8,133	5,644	572	14,349	36,311	50,660
Nebraska.....	7,846	5,600	1,442	14,888	20,177	35,065
Nevada.....	4,985	3,315	377	8,677	22,340	31,017
New Hampshire.....	2,216	1,478	661	4,355	17,163	21,518
New Jersey.....	6,023	1,990	10,742	18,755	93,721	112,476
New Mexico.....	6,741	4,550	1,208	12,499	42,623	55,122
New York.....	19,832	8,550	28,794	57,176	181,236	238,412
North Carolina.....	10,615	9,456	3,279	23,350	32,517	55,867
North Dakota.....	5,922	4,322	439	10,683	16,489	27,172
Ohio.....	14,901	9,267	14,128	38,296	219,568	257,864
Oklahoma.....	9,107	6,334	2,758	18,199	37,339	55,538
Oregon.....	6,892	4,815	2,089	13,796	62,445	76,241
Pennsylvania.....	16,023	10,264	15,911	42,198	171,768	213,966
Rhode Island.....	2,216	1,478	1,503	5,197	19,787	24,984
South Carolina.....	5,746	5,006	1,790	12,542	22,872	35,414
South Dakota.....	6,316	4,566	455	11,337	32,127	43,464
Tennessee.....	9,159	7,174	3,561	19,894	77,338	97,232
Texas.....	27,710	17,530	13,894	59,134	178,541	237,675
Utah.....	4,659	3,019	1,304	8,982	54,218	63,200
Vermont.....	2,216	1,478	268	3,962	25,389	29,351
Virginia.....	8,400	6,561	4,334	19,295	110,103	129,398
Washington.....	6,983	4,721	3,740	15,444	86,203	101,647
West Virginia.....	4,519	4,027	1,316	9,862	81,593	91,455
Wisconsin.....	10,391	7,313	4,837	22,541	29,680	52,221
Wyoming.....	5,014	3,412	295	8,721	34,999	43,720
District of Columbia.....	2,216	1,478	1,569	5,263	47,446	52,709
Puerto Rico.....	2,216	2,465	1,921	6,602	-----	6,602

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS, SECTION 3

This section authorizes the Secretary to make interstate apportionments for the fiscal years of 1968 and 1969 using the apportionment factors contained in table 5 of House Document No. 42, 89th Congress.

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR THE INTERSTATE SYSTEM—FOUR LANES, SECTION 4

The committee has long advocated the construction of the Interstate System to the highest geometric and construction standards. In the Federal-Aid Highway Act of 1964, this advocacy was translated into the requirement that projects be constructed for traffic volumes

anticipated 20 years from the date of beginning construction, rather than for the original target date of 1975.

In 1965, the committee concurred in the Baldwin amendment to Senate Joint Resolution 81, which contained the provision to establish statewide highway safety programs.

Consistent with these earlier actions, and in recognition of the greatly enhanced safety of four-lane, divided highways, section 4 of S. 3155 amends section 109(b) of title 23, United States Code, to authorize at least four lanes for all interstate mileage.

As noted in testimony presented to the committee, fatality rates for controlled access, divided highways average 2.5 to 2.6 fatalities per 100 million vehicle-miles. In contrast, the fatality rate for conventional two-lane primary highways in comparable traffic corridors is approximately 9.5 to 9.6 fatalities per 100 million vehicle-miles, or more than 3½ times as high.

Thus, for safety reasons alone, the committee believes that all sections of the Interstate System should be constructed with at least four lanes and a divider and should provide controlled access.

The following table presents the affected mileage and estimated costs of upgrading to the proposed standards:

TABLE 10.—*Estimated costs for converting the 2-lane sections reported in the 1965 estimate to 4-lane sections*

[Dollar amounts in thousands]

State	Miles	Total remaining cost reported in 1965 estimate to provide 2 lane sections	Total cost estimated to provide 4 lanes in lieu of 2 lanes	Cost difference (increase)
Idaho.....	117.0	\$11,220	\$22,129	\$10,909
Louisiana.....	10.2	29,524	44,089	14,565
Maine.....	107.3	58,837	89,708	30,871
Michigan.....	.5			
Montana.....	563.9	84,409	182,015	97,606
New Hampshire.....	18.3	33	8,189	8,156
New Mexico.....	59.0	15,239	27,811	12,572
New York.....	1.5		1,746	1,746
North Dakota.....	53.4	6,547	16,236	9,689
Oregon.....	4.9	46	3,576	3,530
South Dakota.....	38.6	5,390	13,227	7,837
Texas.....	250.2	71,444	104,338	32,894
Utah.....	150.9	34,161	60,586	26,425
Vermont.....	22.2	8,133	14,625	6,492
Washington.....	20.2	4,211	6,541	2,330
Wyoming.....	12.0	3,699	5,341	1,642
Subtotal.....	1,430.1	332,893	600,157	267,264
Toll sections included above:				
Maine ¹	1.7	2,581	3,257	676
Michigan ².....	.5			
New York ³	1.5		1,746	1,746
Subtotal.....	3.7	2,581	5,003	2,422
Net total (toll free).....	1,426.4	330,312	595,154	264,842

¹ I-195 toll road connection—Saco, Maine.

² I-75 International Bridge—Sault Ste. Marie, Mich.

³ I-790 toll road connection—Utica, N.Y.

AUTHORIZATION OF APPROPRIATIONS FOR THE A-B-C HIGHWAY
SYSTEMS, SECTION 5

Section 5 of S. 3155 provides the regular biennial authorization for the fiscal years 1968 and 1969 for the A-B-C Federal-aid highway program, as well as authorizations for these fiscal years for the several categories of Federal domain roads. The funds for the A-B-C program covering the Federal-aid primary system, the Federal-aid secondary system, and extensions of these systems in urban areas would be apportioned among the States in the manner now provided by law, and would be available for expenditure in the same manner as funds for these highways are available under present law, that is, for two years after the close of the fiscal year for which such funds are authorized. The reported bill continues the present \$1 billion annual authorization level for the A-B-C program for fiscal years 1968 and 1969, which, with interstate funds, will be apportioned to the States in the approximate amounts shown in the preceding tables 8 and 9.

OTHER ROAD PROGRAMS FEDERALLY FINANCED FROM THE GENERAL
FUND OF THE TREASURY, SECTION 5

For the purposes of better understanding the ensuing discussion of committee action on authorizations for public domain lands, the following table shows the total of federally owned lands, appropriated and unappropriated, in each of the States:

TABLE 11.—*Total federally owned land, by States—1964*

State	Acres	Percent
Alabama.....	1,087	3.3
Alaska.....	364,653	99.8
Arizona.....	32,946	44.7
Arkansas.....	3,083	9.2
California.....	44,619	44.5
Colorado.....	23,966	36.0
Connecticut.....	8	.3
Delaware.....	33	2.6
District of Columbia.....	11	28.3
Florida.....	3,352	9.7
Georgia.....	2,037	5.5
Hawaii.....	255	6.2
Idaho.....	34,127	64.5
Illinois.....	444	1.2
Indiana.....	369	1.6
Iowa.....	156	.4
Kansas.....	528	1.0
Kentucky.....	1,083	4.2
Louisiana.....	1,046	3.6
Maine.....	128	.6
Maryland.....	184	2.9
Massachusetts.....	62	1.2
Michigan.....	3,264	8.9
Minnesota.....	3,322	6.5
Mississippi.....	1,539	5.1
Missouri.....	1,698	3.8
Montana.....	27,646	29.6
Nebraska.....	718	1.5
Nevada.....	60,573	86.2
New Hampshire.....	705	12.2
New Jersey.....	101	2.1
New Mexico.....	26,674	34.3
New York.....	224	.7
North Carolina.....	1,914	6.1
North Dakota.....	2,055	4.6
Ohio.....	210	.8
Oklahoma.....	1,309	3.0
Oregon.....	32,131	52.2
Pennsylvania.....	569	2.0
Rhode Island.....	8	1.1
South Carolina.....	1,128	5.8
South Dakota.....	3,409	7.0
Tennessee.....	1,569	5.9
Texas.....	2,821	1.7
Utah.....	35,456	67.3
Vermont.....	256	4.3
Virginia.....	2,140	8.4
Washington.....	12,533	29.4
West Virginia.....	956	6.2
Wisconsin.....	1,819	5.2
Wyoming.....	30,041	48.2
Total.....	770,514	33.9

Source: Statistical Abstract of the United States, 1965.

FOREST HIGHWAYS, SECTION 5

Forest highways comprise a system of approximately 26,000 miles in or adjacent to the national forests and are financed entirely from Federal funds. Forest highway funds are administered by the Secretary of Commerce through the Bureau of Public Roads in cooperation with the States and the Forest Service of the Department of Agriculture.

The committee bill rejects the administration proposal to finance forest highways from the highway trust fund, in preference for continuing the general fund financing which is authorized under existing statutes. As noted during the hearings, the administration recommendation would have provided no financing for the 3,091 miles of class 3 forest highways which are not presently on a Federal-aid primary or secondary system. Furthermore, financing forest high-

ways from the highway trust fund would add a \$66 million burden to the already overburdened trust fund.

The committee has increased the authorization for public lands highways to \$20 million for fiscal year 1968 and \$25 million for fiscal year 1969 in order to meet the increasing need for recreational and scenic highways on Federal lands. As an index of the growing need, the committee was informed that 30 States applied for public lands highway funds from the fiscal 1966 appropriations, with an aggregate amount of applications of \$74,360,000 to be served by a \$7 million appropriation. In fiscal 1967 the need was only slightly abated, with State requests totaling \$63,259,000 to be applied against an appropriation of \$7 million.

Several projects have been authorized in recent years and are progressing well in construction, among them the 160-mile Highland Scenic Highway, which will traverse the Monongahela National Forest in West Virginia; a 48-mile scenic road in the Cherokee National Forest in Tennessee and the Nantahla National Forest in North Carolina, which will extend from Tellico Plains, Tenn., to Robbinsville, N.C.; a 45-mile scenic road in the Carson National Forest, N.Mex.; and a bridge and a highway crossing of the Colorado River at Hite, Utah.

The benefits from these projects more than justify the investments involved. For example, the Forest Service has estimated that users of the Tennessee-North Carolina road referred to above will contribute \$33,880,000 annually to the local economy when the highway is completed. Such returns compare favorably to the estimated total cost of completion of the project of \$7,100,000 for Tennessee and \$5,500,000 for North Carolina.

Concerning the Highland Scenic Highway in West Virginia, the Forest Service reconnaissance report stated:

Almost limitless possibilities exist along the proposed location for the development of forest recreation facilities of all kinds as well as for providing better access and expanded use of those already in existence. In addition, many areas of historical interest dealing with the Indian era and subsequent pioneering and early logging could be shown.

This highway would provide improved access and transportation to and from at least 270,000 acres of present and potential timber-producing land. It would create opportunity for increased timber management and improvement activities, and increase the value and usefulness of present stands in supplying nearby forest product mills and markets.

The committee therefore urges the Bureau of Public Roads to assist the States in the early completion of the above-mentioned projects.

FOREST DEVELOPMENT ROADS AND TRAILS, SECTION 5

The forest development system of permanent roads and trails is comprised of 188,000 miles of roads and 103,000 miles of foot and horse trails. The system is maintained for the protection, use, and management of the national forest lands on a multiple-purpose basis. Of the total development road mileage, the Forest Service has the responsibility for maintaining 158,000 miles, with the remaining 40,000 miles being maintained by State, county, or other local jurisdictions.

In 1962, President Kennedy sent to the Congress "a development program for the national forests." This program set forth the resource management and development work needed in the national forests during the fiscal years 1963-72 to assure that publicly owned land and timber resources under Forest Service management will meet their full share of present and future public needs.

The estimated cost of the road and trail construction proposed in this 10-year program is approximately \$1.7 billion, of which about \$1.2 billion should be financed with appropriated funds. The balance of approximately \$0.5 billion would constitute road construction work performed by purchasers of national forest timber. Unfortunately, in order to maintain the supply of logs going to the mills, the Forest Service has been required to increase the accumulated amount constructed by timber purchasers by \$61 million.

The reliance on timber purchase roads has often resulted in choices in road locations which are less desirable and not entirely consistent with good forest management and development on a multiple-use, sustained yield basis. Many areas planned for development, where access is more difficult, have been left undeveloped.

In addition, development of an efficient national forest transportation system is not promoted by an increase in the proportion of purchaser-constructed roads. Permanent, main-haul roads which will serve entire tributary areas must be built to a standard adequate for access to, use, and development of all tributary resources. This often requires a road standard higher than that necessary only to remove the timber.

Finally, it is apparent to the committee from its previous investigations in this area as well as from testimony received in the hearings on S. 3155, that one of the main sources of difficulty in the relations between the Forest Service and the timber products industry is that stemming from the need of timber purchasers to construct roads on federally owned land.

Therefore, it is the committee's view that, in order to maximize efficient maintenance and development of national forest resources, to serve the widest range of benefits for the public, and to strengthen cooperative relations between the Forest Service and the timber products industry, the Congress should strive toward the goal of constructing as much of the national forest road system as possible from appropriated funds, with a minimum of purchaser constructed roads required.

The committee conducted extensive hearings on this section of the bill, receiving testimony from Senators and officials of the administration, as well as from State and county officials and a broad spectrum of conservation interests and forest products industry representatives. The committee is, therefore, of the firm conviction that the recommended authorization levels of \$170 million for each of the fiscal years of 1968 and 1969 represent a prudent and necessary investment in our natural resources and in the future well-being of the national economy.

In addition, the proposed increase in authorization is of vital significance to the forest-oriented economies of local communities in many of the Western States. In this respect, it is relevant to note that there are 284 counties (exclusive of Alaska) which contain national forest land and are eligible for assistance under the Economic Development and Public Works Act of 1965 (in a national total of

approximately 915 counties), and an estimated additional 20 counties near national forests which may process forest products.

The Congress has only recently begun to compensate for the long period of neglect of our national forest development roads and trails program. Until 1963, the rate of increase in the authorization for national forest development roads and trails was too low to keep pace with the unprecedented growth in the demand for national forest timber, recreation usage, and other national forest resources. The authorizations grew gradually from a level of \$17.5 million in 1951 to \$40 million in 1963—a 16 year period during which inflation reduced substantially the increased purchasing power that would otherwise have been available from these increases.

The gap between the amount needed to sustain the Forest Service's program and the appropriations made under these authorizations during these years was partially filled by increasing the share of the road program financed by making deductions from stumpage prices for purchaser construction and maintenance. The estimated value of roads built by timber purchases through allowances in the selling prices of timber increased from \$13.8 million in 1951 to \$54.5 million in 1963. (This is in addition to the cost of road maintenance performed by purchasers, which is also compensated by stumpage deductions.)

In 1956, a joint congressional study of Federal timber sale policies, after making certain findings with respect to the disadvantages of relying on purchaser financed construction recommended that "the agencies (Forest Service and certain Interior agencies) should develop without further delay a coordinated program for Federal construction of a main-line access-road network for all Federal commercial areas," that these roads should be built to permanent standards, and that they "should be constructed in a manner which provides for long-term multiple-use development."

This and other expressions of congressional intent to establish the national forests on a long-range, multiple-use basis led to preparation of "a development program for the national forests," which was transmitted by President Kennedy to the Congress February 21, 1962. This is a comprehensive plan for national forest development and resource utilization and it is broken down into two periods: the short-range, 10-year program planned for 1963 to 1972 and a long-range plan projected to the year 2000. It is based directly on projections of national needs for timber, forage, water, recreation, and other national forest products, and these projections have, during the first 4 years of the plan period, proved to be conservative.

In response to the needs as outlined in the development program, Congress increased the authorization for national forest development roads and trails under the Highway Act of \$40 million in fiscal 1963 to \$70 million in 1964 and \$85 million in 1965. The authorizations for 1966 and 1967 were left at the \$85 million level.

Throughout congressional consideration of national forest development roads and trails authorizations, there has been consistent recognition both of the value of the system and of the wisdom of the Federal investment. The report of the House Subcommittee on Roads on the Federal Aid Highway Act of 1960 stated "the committee has been persuaded by the fact that every cent invested in timber access roads enhances the value of the Federal forests and returns in full the investment made by the Federal Government." The 1962

report of the same committee, commenting on action that year which more than doubled the previous authorization, said, "further increases will be required in future years to fulfill the planned program as scheduled," and similar observations have been made in other official reports.

Despite recent favorable action by Congress, the national forest road program is behind current and projected needs, and the committee believes that the proposed authorizations of \$170 million for each of the fiscal years of 1968 and 1969 are necessary to meet the goals projected by President Kennedy in 1962.

However, the committee urges the Forest Service to concentrate the scheduling of development roads in those areas of greatest potential multiple-use, and to accelerate research and development efforts toward new logging techniques which will minimize unnecessary road construction. For example, research work to date has shown that aerial logging systems can materially reduce, perhaps by as much as 50 percent, the mileage of roads required to harvest timber in mountainous areas—thus reducing costs, land taken out of production, and soil disturbance. Aerial systems will thus make it feasible to log in many sensitive areas without major impacts on soil, water, and esthetic values. It is estimated in the Douglas-fir region that advanced aerial logging systems could probably economically log 507 million board feet annually from areas now considered inoperable under present logging technology.

Balloon logging has been shown to be technically feasible, but to make the system economically feasible requires studies of various balloon configurations, wind tunnel tests, development of cheaper gas supply systems, means of deicing, and ground handling and transport facilities. The committee is informed that accelerated research could result in making the balloon logging concept of aerial logging operational in about 2 years. The committee therefore urges the Secretary of Agriculture to make funds available for conducting the necessary research and development program.

The committee also reviewed the problem of compensation for privately constructed roads in lands of intermingled public and private ownership, a problem which was first brought before this committee in connection with legislation in the 88th Congress. In their testimony, representatives of the forest products industry reported that the full potential benefit to the national forests of some road systems which were constructed at private expense to serve private lands intermingled with national forest lands will not be realized until some means is worked out for compensating the private landowner for the portions of the road system lying on national forest lands. Landowners balk at permitting use by the Government of parts of the road lying on private land without being compensated also for a proportionate share of their investment in the road segments constructed at private expense on Government land.

Another related matter adverted to by the representatives of the forest products industry was the question of assurance of prompt access to private lands across national forest lands during the often lengthy period required for working out easement exchanges between the Government and owners of intermingled private land. At present, access often is not available across national forest land until final agreements have been achieved, even though the private land-

owner may need to get to his land for purposes of continuing raw material supply to a mill operation.

The committee is cognizant of these matters, having studied them in connection with its consideration of S. 1147 of the 88th Congress. In fact, in its report accompanying that legislation, which became Public Law 88-657, 16 U.S.C. section 532-538, the committee emphasized that it was important for the Government to "maintain just and equitable relations with its citizens in all spheres of activity." To that end, the committee at that time acknowledged the principle of compensable interest in roads used by the Government and which have been constructed at private expense on Government land. The committee continues to expect that the Department of Agriculture, in cooperation with affected landowners, will endeavor to work out administratively satisfactory solutions to the problems of compensable interest and prompt access. If the executive branch ultimately considers itself to be lacking in authority for implementing equitable solutions to these problems, then the committee should be so advised.

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS, SECTION 5

The road system financed under subsection (5) of section 5 serves the "unreserved, unappropriated public domain lands" comprising some 176 million acres, largely in the 11 Western States, and 288 million acres of public-domain lands in Alaska.

Though the public domain lands have been the neglected stepchild of the entire Federal land resource, it is now generally recognized that the bulk of these lands is not going to pass from Federal ownership, and it is long past the time to develop an affirmative program for their management.

In 1964 the Congress passed the Classification and Multiple Use Act, which gave official recognition to the recreational and resource values of public-domain lands and to the need for an improved management program. Major programs requiring new and improved access are (1) fire and disease protection, (2) soil and watershed projects, (3) range management, (4) forest management, and (5) recreation.

The present transportation system available to manage these resources consists of some 50,000 miles of road, of which at least 90 percent is inadequate and in need of reconstruction.

The committee authorizations of \$4 million for fiscal 1968 and \$6 million for fiscal 1969 are based on an analysis of need and capability of developing an orderly road construction program. The Bureau of Land Management of the Department of the Interior, which has administrative responsibility for most of the land in this category, has already developed a comprehensive transportation plan. This plan consists of an inventory of existing roads and an estimate of planned transportation facilities necessary for the development, protection, administration and utilization of lands and resources in the public domain.

INDIAN RESERVATION ROADS AND BRIDGES, SECTION 5

The committee has increased the recommended authorization for Indian reservation roads and bridges from \$18 million in fiscal 1968 to \$20 million for that year, in order to provide construction funds for a Navajo Reservation road from Crystal, N. Mex., to Sheep Springs,

which is a distance of approximately 20 miles. The cost of improving the road to State highway standards would be approximately \$2 million.

The proposed facility would serve one of the newest and largest lumber mills in the world, would improve transportation for the marketing of forest products in the Shiprock and Farmington areas and also in the cities of Colorado, and would furnish needed access to outstanding recreational sites along the crest of the Chuska Mountains.

The Department of the Interior acknowledges the economic justification of the proposed road, but because of other project commitments, the Department has not been able to program construction of this project earlier than 1971. The committee amendment would allow for programing of immediate construction to serve a long-neglected area and its people.

ALASKAN ASSISTANCE, SECTION 6

Section 6 of S. 3155 seeks to redress a long-standing inequity in Federal assistance to Alaska for highway construction. The unequal treatment imposed on Alaska in this respect was noted by the Senate Interior and Insular Affairs Committee when it reported the Alaska omnibus bill in 1959, with the following comment:

* * * with respect to highways Alaska has been inequitably treated in the past and would have entered upon statehood with a highway system much more advanced if it had been treated with respect to Federal-aid highways on the same basis as the other States and Territories.

The Congress still has a responsibility and a duty to examine this situation in the near future more closely in order to provide for equitable and equal treatment for the new State.

The problems of Alaska are aggravated by such climatic factors as permafrost and deep seasonal frost which require special design and construction techniques, by potential earthquake forces of far greater magnitude than those encountered in other States, and by rampaging rivers, snow slides and spring breakups.

In addition, the immense size of Alaska, which is one-fifth the combined area of the 48 other continental States, coupled with its small population, places Alaska in a completely unique category. For example, 35 percent of the land area of Alaska is 100 miles or more from any road, and 54 percent of its land area is 100 miles or more from the contiguous highway system.

The Alaska highway study, submitted by the Secretary of Commerce to the Congress on May 10, 1966, summarizes the major highway problems of Alaska in terms of financing the entire costs of (1) maintenance of its Federal-aid systems; (2) construction of tertiary roads and trails essential for access to its resources and development of industrial, commercial, recreational, health, and educational activities; and (3) for the State ferry system's facilities (ferries and docks) and operations.

Section 6 of S. 3155 would seek to offer at least partial solutions to these major problems by (1) authorizing the use of Federal-aid funds for the maintenance of Federal-aid highways, (2) authorizing the use of Federal-aid funds for the construction of access and development

roads to serve resource development, recreational, residential, commercial, industrial and other facilities, and (3) authorizing from the trust fund, in addition to funds otherwise made available to the State of Alaska, \$10 million for each of the 5 fiscal years from 1968 through 1972. These sums are in addition to the \$1 billion authorized for fiscal 1968 and 1969 in section 5(1) of this act.

The committee reiterates the earlier comment that the State of Alaska, due to its size, its small population, its climatic and seismic conditions, and its distance from the other continental States, faces absolutely unique problems. For these reasons, the committee emphasizes that section 6 of S. 3155 proposes unique efforts to solve these problems, and these recommendations are not to be construed as a precedent for any other State.

EMERGENCY RELIEF, SECTION 7

Subsections (a) and (b) of section 7 of S. 3155 would amend sections 120(f) and 125(c) of title 23, United States Code, to make "parkways, public lands highways, and public lands development roads and trails" eligible for Federal emergency fund financing on a 100-percent basis, the same as provided under existing law for forest highways, forest development roads and trails, park roads and trails, and Indian reservation roads. This will afford equal treatment in the use of emergency funds for all of the various classes of Federal domain roads.

Subsection (c) will increase the existing emergency fund authorization from \$30 million annually, as now provided in section 125(a) of title 23, United States Code, to \$50 million annually. Subject to such \$50 million limitation for expenditures in any one fiscal year, any unexpended balance of such amount will remain available for expenditure during the next 2 succeeding years, in addition to amounts otherwise available to carry out section 125 in such years. This, in effect, will provide a 3-year period of availability for expending the annual emergency fund authorization, thereby making the period of availability similar to that provided under existing law (sec. 118(b) of title 23, United States Code) for regular Federal-aid highway authorizations.

The committee feels that this additional authority and flexibility in the use of emergency funds is highly essential to assist the States in the prompt and economic repair or reconstruction of highways, roads, and trails seriously damaged or destroyed by disasters. Further, the enactment of these standby provisions will serve to minimize the need for special authorizing legislation to meet unforeseen disaster situations as they arise.

Subsection (c) of the bill also provides that 60 percent of the emergency fund expenditures under section 125 of the title 23 for any fiscal year are authorized to be appropriated from the Highway Trust Fund, the remaining 40 percent to be appropriated from the general funds of the Treasury. Under present law, the Highway Trust Fund is available as a source for appropriations to meet expenditures under the existing \$30 million annual emergency fund authorization. Therefore, the financing of 60 percent of expenditures under the proposed increased annual authorization of \$50 million would be in general conformity with the existing authority. A precedent for financing the balance of expenditures from the general funds of the Treasury is

contained in section 2 of the recently enacted Pacific Northwest Disaster Relief Act of 1965 (Public Law 89-41).

The ever-increasing cost of reconstructing highways damaged during the past 3 years by earthquakes and severe flooding has continued to escalate. It is now apparent that the \$30 million annual expenditure authority under the existing law is not sufficient to take care of a major disaster such as have occurred in several sections of our Nation within recent times.

Since the evidence presented to the committee clearly indicates that there is a need to increase the existing \$30 million expenditure by an additional \$20 million to provide the necessary funds to take care of reconstruction of one of the vital arteries of our Nation—our highway system—the committee strongly recommends the enactment of this section.

OPERATION OF EMERGENCY HIGHWAY RELIEF PROJECTS

In recent years a number of major natural disasters have occurred in various sections of the Nation. These include earthquake damages in Alaska, heavy flooding in the Pacific Northwest and flooding in the upper Mississippi Valley. More recently, Hurricane Betsy caused extensive damage to the Federal-aid highway systems in Florida, Louisiana, and Mississippi.

Under existing law, \$30 million a year is authorized to be expended by the Secretary of Commerce under section 125 of title 23, United States Code, for repair or reconstruction of highways and bridges destroyed or damaged by storms, floods, earthquakes, or like disasters. This authorization was supplemented by \$50 million for fiscal year 1965 and \$20 million for fiscal year 1966 by the Pacific Northwest Disaster Relief Act of 1965 (Public Law 89-41). Allotments of emergency relief funds for repair or reconstruction of damages by major disasters include: \$37,737,148 for the Alaska earthquake; \$72,491,991 for the Pacific Northwest floods; \$4,024,917 for the upper Mississippi Valley floods; \$752,690 for Hurricane Betsy; \$5,809,345 for the floods on the high plains near Denver, Colo.; and \$13,299,958 for the floods near Glacier National Park, Mont. While it is impossible to predict natural disasters or the cost of repairs resulting from them, it is entirely possible that future natural disasters may severely tax the ability of the current \$30 million emergency relief fund to finance the necessary repairs.

During the 10 years since the annual authorization of \$30 million was established in 1956, the total investment in the highway plant has increased substantially, particularly in development roads through remote areas where exposure to floods and earthslides may be greater. This greater investment has increased the cost of damages sustained by the highway systems. Further, the cost index of highway work has risen over the years so that repairs of damages now cost more than in 1956.

STUDY OF ADVANCE ACQUISITION OF RIGHT-OF-WAY, SECTION 8

The acquisition of lands for future highway use is particularly important in connection with long-range highway programs. Billions of dollars are being invested in the development of the Federal-aid highway systems, and an ever-increasing percentage of this expendi-

ture is being spent in acquiring the necessary rights-of-way. The total estimated costs of rights-of-way for completion of the Interstate System alone, between 1956 and 1973, is \$7.2 billion, which represents 16.3 percent of the cost of the rural portions and 26.7 percent of the cost of the urban portions of the system.

The rural countryside adjacent to urban areas is rapidly being developed for residential subdivisions, shopping centers, and industrial parks. The few remaining empty lots in cities are disappearing fast, and old residences and commercial buildings are being razed to make way for new multistory office buildings and apartment houses. In many cases, State highway officials have been compelled to watch helplessly as unimproved land is developed with expensive structures and improved lands developed further, without being able to acquire those portions which they know will be needed for highway construction within a few years. Without the proper legal and financial tools highway officials are powerless to acquire such property at a time when this could be done at minimum expense to the taxpayers.

Advance acquisition of rights-of-way, before land is developed or additional improvements placed thereon, can result in large monetary savings to the public and minimized economic waste of private property. It can also permit more orderly and economical disposal and removal of improvements located on the rights-of-way and, by providing more time, minimize the inconvenience and hardships suffered by persons and businesses whose relocation is made necessary by the future highway construction.

The advantages of advance acquisition of rights-of-way were recognized by the Congress when it enacted the Federal-Aid Highway Act of 1956, by making Federal-aid highway funds available to the States for acquisition of rights-of-way up to 5 years in advance of actual construction; this period was extended to 7 years in 1958 (sec. 108, title 23, United States Code). However, most States have found it necessary to use all of their Federal-aid funds to carry on their current highway construction programs rather than to invest such funds in the acquisition of property in advance of actual needs, despite the savings which would result from such action.

An obstacle faced by many States in undertaking an effective advance right-of-way acquisition program is financing. Ordinarily, a source of funds other than that used to finance the State's current highway construction program must be provided. A few States have attempted to solve this problem on their own with varying degrees of success. California, for example, has established a \$30 million right-of-way protection fund, which is used as a revolving fund to acquire rights-of-way, where improvements or developments are imminent, 5 to 10 years ahead of actual construction. Apparently this revolving fund has worked very well and has resulted in substantial savings and other benefits over the past 13 years.

On the other hand, the committee has been informed that efforts by the State of Ohio to provide financing for the advance acquisition of rights-of-way by use of certain State retirement and other trust funds, and later by the issuance of State certificates of obligation, have been hampered by policy rulings of the Bureau of Public Roads.

Under procedures similar to that in Ohio, future rights-of-way are acquired by the State with borrowed funds for which interest is paid or the property is acquired by some State trust fund and a holding charge is paid until the trust fund is reimbursed. During the time

that the State holds such real property before it is used for highway construction, which may be for a period of years, the State, in following established property management practices, usually attempts to lease or rent such property so as to provide for its utilization, preservation, and maintenance and to produce income which, in effect, reduces the purchase price of the property. Under the law of Ohio, as in a number of other States, even though title to real property is in the State, or a State agency, if such real property is not being used for public purposes but is leased or rented for a private use, the property remains on the tax rolls, and real property taxes must be paid by the State. If a State, or State officials, are subject to tort liability under State law, it may be necessary for the State to obtain landlord or other liability insurance covering leased and rented premises. To protect the State's investment from fire and other casualty losses it may be necessary to secure property damage insurance on buildings, fixtures, and other improvements until they are sold or otherwise disposed of to clear the rights-of-way for highway construction. A State may also have to expend funds for the maintenance and protection of improvements prior to use of the land for highway construction. Questions have arisen as to the extent to which Federal-aid funds may participate in such debt service, holding charges, and property management expenses.

In such cases, from the time of the property's acquisition until its use for highway construction the State must advance its own funds for the entire cost of acquisition and management. Federal participation generally has been limited to the Federal share of the initial acquisition costs, supported by proper appraisals, less the net salvage and net rental income derived from the property prior to construction of the highway. The committee understands that in the Ohio situation, the Bureau of Public Roads has not permitted the State to deduct interest or holding charges or real property taxes paid by the State in computing the net rental income of the property for the purpose of determining the amount of Federal participation. The Bureau of Public Roads requirement that the Federal Government receive benefit of the Federal share of rental income from property, during the period when no Federal funds were invested in the property, without any deduction for interest, holding charges, or real property taxes paid by the State during such period, apparently has caused the State of Ohio to substantially reduce its advance right-of-way acquisition program.

Advance right-of-way acquisition means different things to different persons. Some States, as a part of their regular highway construction program, acquire rights-of-way for an entire section of highway as much as 5 years ahead of actual construction; whereas, other States may average 6 months or less. Acquisition of rights-of-way 5 years ahead of construction would be considered advance acquisition by the latter but not by the former. Obviously, there should be sufficient leadtime in advance of actual construction for the orderly, efficient, and economical acquisition of all rights-of-way required for a project and for the disposal of improvements located thereon and the relocation of persons and businesses to be displaced by the project.

The committee views advance right-of-way acquisition as the purchase or condemnation of real property earlier than the normal scheduling of right-of-way acquisition for the current highway construction program. In most instances advance acquisition will not

include all of the rights-of-way for entire projects but will be limited to isolated properties on which development is imminent; which may substantially increase in value before they would otherwise be acquired, because of changes in zoning, or other development in the area, etc.; or acquisition of which is desirable to relieve hardships on the owners. When the normal leadtime for acquisition of rights-of-way precedes construction by a substantial period the need for management of properties by the State may be similar to that for rights-of-way acquired as part of an advance acquisition program, and many similar considerations and problems may exist with respect to both.

Section 8 authorizes and directs the Secretary of Commerce to make a full and complete investigation and study of advance acquisition of rights-of-way for future construction of highways on the Federal-aid systems and to submit a report thereon, together with his recommendations, to the Congress not later than January 10, 1967. This study and report should include, but not be limited to, the advantages and disadvantages of advance right-of-way acquisition; the extent to which the several States now have legal authority to, and in fact do, acquire rights-of-way substantially in advance of highway construction and the sources and adequacy of funds for such purpose; the time required for removal and disposal of improvements located on rights-of-way and for the relocation of affected individuals, businesses, institutions, and organizations; the management of real property, after its acquisition and before its use for highway purposes, and the costs thereof, including, but not limited to, costs of maintenance and preservation of the property, insurance, and taxes; methods that could be employed, by both the State governments and the Federal Government, for financing advance right-of-way acquisition, including the possible creation of special funds, either revolving or nonrevolving, for such purpose; the extent to which Federal-aid funds should participate in the costs of advance acquisition of rights-of-way, including interest and holding charges, and in the costs of managing such properties until used for highway purposes; and the extent to which the Federal Government should share in the income produced by such properties.

The committee intends that the Secretary make this investigation and study in cooperation with the State highway departments to assure that full consideration is given to problems experienced and anticipated by the States in the advance acquisition of rights-of-way. The Secretary should also review the Federal laws, his regulations, and the pertinent directives and policy and administrative decisions of the Bureau of Public Roads to determine what changes, if any, need be made therein to more effectively provide for and encourage the advance acquisition of rights-of-way by the States.

RELOCATION ASSISTANCE STUDY, SECTION 10

For a number of years the committee has been aware of the need to take care of the problem of relocating and reestablishing persons, business concerns and nonprofit organizations to be displaced by construction of projects on the Federal-aid system. This was first recognized in the Federal-Aid Highway Act of 1962 which created section 133 of title 23 of the United States Code, entitled "Relocation Assistance." The operation of section 133 of title 23 of the United States Code has not been fully satisfactory and effective in bringing

about the two aims intended thereunder: (1) full scale construction of highways in all sections of our country, particularly in urban areas, and (2) adequate recompense for those individuals, business concerns and nonprofit organizations to be relocated because of highway construction. The situation has worsened as construction of the Interstate System has moved into heavily developed urban areas.

Even today, after the interstate program has been in effect for 10 years, only 33 States have enacted legislation requiring relocation payments in conjunction with the highway construction program. In the absence of such State legislation, the Federal Government does not participate in relocation payments. Following is a list of the States which had enacted relocation payment legislation as of May 1, 1966:

STATES WHICH HAVE ENACTED RELOCATION PAYMENT LEGISLATION

As of May 1, 1966, 33 States had enacted legislation enabling them to make relocation payments. One other State, Oklahoma, makes such payments under the authority of an attorney general's opinion that such costs are eligible for compensation.

Alabama	New Jersey
California	New York
Connecticut	North Carolina
District of Columbia	North Dakota
Georgia	Ohio
Hawaii	Oklahoma
Illinois	Oregon
Iowa	Pennsylvania
Kentucky	Rhode Island
Maine	South Dakota
Maryland	Tennessee
Massachusetts	Utah
Michigan	Vermont
Minnesota	Virginia
Nebraska	Washington
New Hampshire	West Virginia
Nevada	Wisconsin

Our cities are faced with the need to improve the quality and quantity of housing facilities, educational and recreational facilities, and at the same time effect a full-scale development of urban transportation systems, of which highways provide the principal means of conveying goods and people. It is the committee's view that if solutions to the problems of relocation can be developed, these will remove some of the main obstacles to the construction of urban freeways and the ultimate resolution of transportation difficulties in our metropolitan areas.

Section 10 of the reported bill authorizes the Secretary of Commerce, in cooperation with the Secretary of Housing and Urban Development, State highway departments, and other affected Federal and State agencies, to make a full and complete study and investigation to determine what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns and nonprofit organizations to be displaced by construction

of projects on any of the Federal-aid highway systems and to submit a report of such findings, together with recommendations, to the Congress not later than January 10, 1967. The committee intends that this study among other things will include the question of full-scale payments to those who will be relocated, the coordination of highway construction with other types of construction within an area, the feasibility of constructing within the highway right-of-way or upon adjacent property, publicly or privately owned buildings or other facilities to aid in the relocation of displaced persons, businesses, and nonprofit organizations, and the sources of financing and the sharing of costs of such buildings and facilities.

As an indication of the need for such a study, the committee offers the following comparison between the relocation provisions of S. 1681, which was passed by the Senate on July 22, 1966, and current relocation provisions under Federal-aid highway legislation.

S. 1681 AND PRESENT BPR PRACTICE CONTRASTED

One of the principal effects of section 8 of S. 1681 would be changes in the federally assisted highway program. The "before and after" situation may be compared as follows:

Present

Relocation payments are optional with the States. Thirty-two States have elected to make payments. Of these, only 22 provide payments up to the level authorized under the highway program. Yet even here, the payments are far less than those provided by other relocation assistance programs, such as urban renewal.

Federal reimbursement of relocation payments is according to the project's cost-sharing formula: 90 percent on interstate programs; 50 percent on primary and secondary programs.

Advisory assistance required for families displaced.

No assurance of availability of housing required.

Under S. 1681

Relocation payments are required as a condition of grants.

Full Federal reimbursement up to \$25,000 for any move; Federal-State sharing on project's cost-sharing formula (90-10 or 50-50) for the portion of individual payments above \$25,000.

Advisory assistance required for families, businesses, individuals, farm operators, and to be similar to present urban renewal provisions.

Requires that supply of adequate standard housing be provided or in process of being provided.

HIGHWAY STUDY—GUAM, AMERICAN SAMOA, AND THE VIRGIN ISLANDS, SECTION 11

With the increase in leisure time for all our citizens the need for new areas of recreation has broadened. The tourist industry encompasses all sections of the world. Americans are among the world's

great tourists. They visit all sections of the globe, including three areas which are territories of the United States—the Virgin Islands, the territory of Guam, and American Samoa. With the influx of tourists and with the increase in the permanent population of these areas, there has come a demand for an adequate, modern, and safe highway system to help develop these territories to the fullest extent possible.

The Virgin Island, Guam, and American Samoa are valuable and important territorial possessions of the United States. One of the keys to their growth is a good system of roads. The committee has, under section 11 of the legislation, authorized the Secretary of Commerce, in cooperation with the governments of Guam, American Samoa, and the Virgin Islands, to make a study of the need for, and the estimates and planning surveys relative to, highway construction programs for these territories and to report thereon to the Congress on or before January 10, 1968, which report shall include recommendations.

SOIL EROSION CONTROL, SECTION 12

This section amends section 109 of title 23, United States Code, by providing a new subsection which would require the Secretary of Commerce to consult with the Soil Conservation Service prior to approval of Federal-aid highway projects to assure that plans for the proposed projects include adequate measures to minimize soil erosion.

The Committee on Public Works, through the activities of its Subcommittee on Air and Water Pollution, has become increasingly concerned with siltation as a form of water pollution. Suburban home builders and highway builders are among the worst sources of this form of pollution, and yet government, whether Federal, State, or local, can hardly impose control measures on the private construction industry when it ignores prudent soil erosion control measures within its own area of responsibility. The committee therefore urges the Secretary not only to implement the provisions of the committee amendment, but also to take steps to minimize the time in which unsurfaced highway construction projects are subject to the erosion of wind and water.

PRESERVATION OF PARKLANDS, SECTION 13

Section 13 of S. 3155 amends chapter 1 of title 23, United States Code, by adding a new section that declares it to be the national policy of the Federal-aid highway programs to preserve Federal, State, and local parklands and historic sites and the beauty and value of such sites. The Secretary is directed not to approve any Federal-aid highway project which requires the use of such lands unless (1) there is no feasible alternative to such use, and (2) the project plans include all possible provisions to minimize harm to affected parkland and historic sites. The committee recommends that this policy be extended to include wildlife refuge areas as well.

The committee considered an additional provision of the amendment which would have authorized the acquisition of substitute lands for "reimbursement" of a park taking, and would have authorized the inclusion of the cost of such substitute lands as part of the rights-of-way acquisition costs. The committee rejected this provision because of the indeterminate costs involved.

SECTION-BY-SECTION ANALYSIS

Section 1.—Short title.

Section 2.—Increases authorized appropriations from \$3 billion to \$3,300 million for the fiscal year ending June 30, 1968. Also increases appropriations for the fiscal year ending June 30, 1969, from \$3 billion to \$3,600 million. Eliminates appropriations authorized in existing law for fiscal years ending June 30, 1970, and June 30, 1971.

Section 3.—This section authorizes use of the apportionment factors contained in table 5 of House Document 42, 89th Congress, by the Secretary of Commerce in making the apportionment for the fiscal years ending June 30, 1968 and 1969, of the sums authorized to be appropriated for such years for the National System of Interstate and Defense Highways.

Section 4.—(a) This section requires that the geometric and construction standards for the Interstate System shall provide for not less than four traffic lanes for the main-traveled way of the Interstate System.

(b) This section authorizes the Secretary of Commerce to modify project agreements entered into prior to this act pursuant to section 106 of title 23, United States Code, for the purpose of effectuating amendment made by this section with respect to as much of the National System of Interstate and Defense Highways as may be possible.

Section 5.—(1) This section provides authorizations for projects on the Federal-aid primary system, the Federal-aid secondary system and extensions of these systems in urban areas, for the fiscal years 1968 and 1969. The section also authorizes funds for these fiscal years for forest highways, public lands highways, forest development roads and trails, public lands development roads and trails, park roads and trails, parkways, and Indian reservation roads and bridges. For the Federal-aid systems, the following sums are authorized for the fiscal years 1968 and 1969:

	1968	1969
Primary.....	\$450,000,000	\$450,000,000
Secondary.....	300,000,000	300,000,000
Urban.....	250,000,000	250,000,000
Total.....	1,000,000,000	1,000,000,000

Section 5.—(2) and (3) The following sums are authorized for forest highways and public lands highways for fiscal years 1968 and 1969:

	1968	1969
Forest highways.....	\$33,000,000	\$33,000,000
Public lands highways.....	20,000,000	25,000,000

(4), (5), (6), (7), and (8) The sums authorized for the fiscal years 1968 and 1969 for certain categories of roads administered by the Department of Agriculture and the Department of the Interior are as follows:

	1968	1969
Forest development roads and trails.....	\$170,000,000	\$170,000,000
Public lands development roads and trails.....	4,000,000	6,000,000
Park roads and trails.....	25,000,000	30,000,000
Parkways.....	9,000,000	11,000,000
Indian reservation roads and bridges.....	20,000,000	23,000,000

Section 6.—

(a) Authorizes expenditure of funds by the State of Alaska for maintenance of Federal-aid highways without regard to the provisions of section 116.

(b) Authorizes expenditure of funds by the State of Alaska for construction of access and development roads serving resource development, recreational, residential, commercial, industrial, or other like purposes without regard to section 103.

(c) In addition to funds made available to the State of Alaska, there is also authorized to be appropriated \$10 million for each of the fiscal years ending June 30, 1968, through June 30, 1972.

Section 7.—Subsections (a) and (b) of this section amend sections 120(f) and 125(c) of title 23, United States Code, to make parkways, public lands highways, and public lands development roads and trails eligible for emergency fund financing on the same basis as other Federal domain roads.

Subsection (c) amends section 125(a) of title 23, United States Code, by increasing the emergency relief authorization from not to exceed \$30 million to not to exceed \$50 million annually, and provides that the unexpended balance shall remain available for expenditure during the next 2 succeeding fiscal years, in addition to amounts otherwise available to carry out this section. To meet the expenditures under this section, for any fiscal year, 60 percent is authorized to be appropriated from the highway trust fund and the remaining 40 percent from the general fund of the Treasury.

Subsection (d) deletes the words "from its Emergency Fund" from subsections (b) and (c) of section 125 of title 23, United States Code.

Section 8.—This section authorizes and directs the Secretary of Commerce to make full and complete investigation and study of the advance acquisition of rights-of-way for future construction on the Federal-aid highway systems. A report of the results of such study, together with recommendations, shall be submitted to Congress by January 10, 1968.

Section 9.—This section amends section 302(a) of title 23, United States Code, to permit State highway departments to engage the services of private engineering firms. This gives statutory recognition to existing provisions of section 1.111(d) of part 1, chapter 1, Code of Federal Regulations (Regulations for Administration of Federal Aid for Highways).

Section 10.—This section authorizes and directs the Secretary of Commerce to make, in cooperation with the Secretary of Housing and Urban Development, the State highway departments and other affected Federal and State agencies, a full and complete study and

investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems. A report of the findings of such study and investigation, together with recommendations, shall be submitted to Congress by July 1, 1967.

Section 11.—Authorizes the Secretary of Commerce, in cooperation with the governments of Guam, the Virgin Islands, and American Samoa, to make studies of the need for, estimates of cost, and planning surveys relative to highway construction programs for these territories. A report of the results of such study, together with recommendations, shall be submitted to Congress by January 10, 1968. The sum of \$200,000 is authorized to be appropriated from the general fund of the Treasury, to remain available until expended, for the purpose of carrying out this section.

Section 12.—Requires the Secretary of Commerce to consult with the Soil Conservation Service prior to approval of Federal-aid highway projects to assure that plans for the proposed projects include adequate measures to minimize soil erosion.

Section 13.—Provides a new section that declares it to be the national policy of the Federal-aid highway programs to preserve parklands and historic sites and the beauty and value of such sites. Directs the Secretary not to approve any Federal-aid highway project which requires the use of such lands unless there is no feasible alternative to such use and the project plans include all possible provisions to minimize harm to affected parkland and historic sites.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of the rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill as reported are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in roman):

SECTION 108(b) OF THE FEDERAL-AID HIGHWAY ACT OF 1956, AS AMENDED

* * * * *

(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of **[\$3,000,000,000]** *\$3,300,000,000* for the fiscal year ending June 30, 1968 *and* the additional sum of **[\$3,000,000,000]** *\$3,600,000,000* for the fiscal year ending June 30, **[1969,** the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1970, and the additional sum of \$2,885,000,000 for the fiscal year ending June 30, 1971**]** *1969*.

TITLE 23, UNITED STATES CODE

§ 109. Standards.

(a) The Secretary shall not approve plans and specifications for proposed projects on any Federal-aid system if they fail to provide for a facility (1) that will adequately meet the existing and probable future traffic needs and conditions in a manner conducive to safety, durability, and economy of maintenance; (2) that will be designed and constructed in accordance with standards best suited to accomplish the foregoing objectives and to conform to the particular needs of each locality.

(b) The geometric and construction standards to be adopted for the Interstate System shall be those approved by the Secretary in cooperation with the State highway departments. Such standards, as applied to each actual construction project, shall be adequate to enable such project to accommodate the types and volumes of traffic anticipated for such project for the twenty-year period commencing on the date of approval by the Secretary, under section 106 of this title, of the plans, specifications, and estimates for actual construction of such project. *Such standards shall in all cases provide for at least four lanes of traffic.* The right-of-way width of the Interstate System shall be adequate to permit construction of projects on the Interstate System to such standards. The Secretary shall apply such standards uniformly throughout all the States.

(c) Projects on the Federal-aid secondary system in which Federal funds participate shall be constructed according to specifications that will provide all-weather service and permit maintenance at a reasonable cost.

(d) On any highway project in which Federal funds hereafter participate, or on any such project constructed since December 20, 1944, the location, form and character of informational, regulatory and warning signs, curb and pavement or other markings, and traffic signals installed or placed by any public authority or other agency, shall be subject to the approval of the State highway department with the concurrence of the Secretary, who is directed to concur only in such installations as will promote the safe and efficient utilization of the highways.

(e) No funds shall be approved for expenditure on any Federal-aid highway, or highway affected under chapter 2 of this title, unless proper safety protective devices complying with safety standards determined by the Secretary at that time as being adequate shall be installed or be in operation at any highway and railroad grade crossing or drawbridge on that portion of the highway with respect to which such expenditures are to be made.

(f) The Secretary shall not, as a condition precedent to his approval under section 106 of this title, require any State to acquire title to, or control of, any marginal land along the proposed highway in addition to that reasonably necessary for road surfaces, median strips, gutters, ditches, and side slopes, and of sufficient width to provide service roads for adjacent property to permit safe access at controlled locations in order to expedite traffic, promote safety, and minimize roadside parking.

(g) *The Secretary shall not approve plans and specifications for proposed projects on any Federal-aid system unless he determines, after consultation with the Administrator of the Soil Conservation Service, that the plans include adequate measures to minimize soil erosion which might be caused by the proposed excavations and construction.*

* * * * *

§ 120. Federal share payable.

* * * * *

(f) The Federal share payable on account of any repair or reconstruction provided for by funds made available under section 125 of this title shall not exceed 50 per centum of the cost thereof: *Provided, That, in the case of any State containing nontaxable Indian lands, individual and tribal, and public domain lands (both reserved and*

unreserved) exclusive of national forests and national parks and monuments exceeding 5 per centum of the total area of all lands therein, the Federal share shall be increased by a percentage of the remaining cost equal to the percentage that the area of all such lands in such State, is of its total area: *Provided further*, That the Federal share payable on account of any repair or reconstruction of forest highways, forest development roads and trails, park roads and trails, *parkways, public lands highways, public lands development roads and trails*, and Indian reservation roads may amount to 100 per centum of the cost thereof, whether or not such highways, roads, or trails are on any Federal-aid highway system. Any project agreement for which the final voucher has not been approved by the Secretary on or before the date of this Act may be modified to provide for the Federal share authorized herein.

* * * * *

§ 125. Emergency relief.

(a) An emergency fund is authorized for expenditure by the Secretary, subject to the provisions of this section and section 120, for the repair or reconstruction of highways, roads, and trails which he shall find have suffered serious damage as the result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States. [The appropriation of such moneys, not to exceed \$30,000,000, as may be necessary for the initial establishment of this fund and for its replenishment on an annual basis is authorized.] *Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000 the unexpended balance of such amounts shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated.* Pending such appropriation or replenishment the Secretary may expend from any funds heretofore or hereafter appropriated for expenditure in accordance with the provisions of this title, including existing Federal-aid appropriations, such sums as may be necessary for the immediate prosecution of the work herein authorized, such appropriations to be reimbursed from the appropriations herein authorized when made.

(b) The Secretary may expend funds [from the emergency fund] herein authorized for the repair or reconstruction of highways on the Federal-aid highway systems, including the Interstate System, in accordance with the provisions of this chapter. Except as to highways, roads, and trails mentioned in subsection (c) of this section, no funds shall be so expended unless the Secretary has received an application therefor from the State highway department, and unless an emergency has been declared by the Governor of the State and concurred in by the Secretary.

(c) The Secretary may expend funds [from the emergency fund] herein authorized, either independently or in cooperation with any other branch of the Government, State agency, organization, or person, for the repair or reconstruction of forest highways, forest development roads and trails, park roads and trails, *parkways*, *public lands highways*, *public lands development roads and trails*, and Indian reservation roads, whether or not such highways, roads, or trails are on any of the Federal-aid highway systems.

§ 302. State highway department.

(a) Any State desiring to avail itself of the provisions of this title shall have a State highway department which shall have adequate powers, and be suitably equipped and organized to discharge to the satisfaction of the Secretary the duties required by this title. Among other things, the organization shall include a secondary road unit. *In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms.*

(b) The State highway department may arrange with a county or group of counties for competent highway engineering personnel suitably organized and equipped to the satisfaction of the State highway department, to supervise construction and maintenance on a county-unit or group-unit basis, for the construction of projects on the Federal-aid secondary system, financed with secondary funds, and for the maintenance thereof.

§ 137. Preservation of parklands.

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and program which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless (1) there is no feasible alternative to the use of such land, (2) such program includes all possible planning to minimize any harm to such park or site resulting from such use.



89TH CONGRESS
2D SESSION

[Report No. 1410]

MARCH 29 (legislative day, MARCH 25), 1966

Mr. RANDOLPH (by request) introduced the following bill; which was read twice and referred to the Committee on Public Works

JULY 26 (legislative day, JULY 22), 1966

Reported by Mr. RANDOLPH, with amendments

[Strike out all after the enacting clause and insert the part printed in italic]

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 *That*

4 SHORT TITLE

5 SECTION 1. This Act may be cited as the “Federal-Aid
6 Highway Act of 1966”.

1 REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR
2 INTERSTATE SYSTEM

3 SEC. 2. Subsection ~~(b)~~ of section 108 of the Federal
4 Aid Highway Act of 1956, as amended, is amended to read
5 as follows:

6 “~~(b)~~ AUTHORIZATION OF APPROPRIATIONS.—For the
7 purpose of expediting the construction, reconstruction, or im-
8 provement, inclusive of necessary bridges and tunnels, of the
9 Interstate System, including extensions thereof through
10 urban areas, designated in accordance with the provisions
11 of subsection ~~(d)~~ of section 103 of title 23, United States
12 Code, there is hereby authorized to be appropriated the ad-
13 ditional sum of \$1,000,000,000 for the fiscal year ending
14 June 30, 1957, which sum shall be in addition to the author-
15 ization heretofore made for that year, the additional sum of
16 \$1,700,000,000 for the fiscal year ending June 30, 1958, the
17 additional sum of \$2,200,000,000 for the fiscal year ending
18 June 30, 1959, the additional sum of \$2,500,000,000 for the
19 fiscal year ending June 30, 1960, the additional sum of
20 \$1,800,000,000 for the fiscal year ending June 30, 1961, the
21 additional sum of \$2,200,000,000 for the fiscal year ending
22 June 30, 1962, the additional sum of \$2,400,000,000 for the
23 fiscal year ending June 30, 1963, the additional sum of
24 \$2,600,000,000 for the fiscal year ending June 30, 1964,
25 the additional sum of \$2,700,000,000 for the fiscal year

1 ending June 30, 1965, the additional sum of \$2,800,000,000
 2 for the fiscal year ending June 30, 1966, the additional sum
 3 of \$3,000,000,000 for the fiscal year ending June 30, 1967,
 4 the additional sum of \$3,300,000,000 for the fiscal year
 5 ending June 30, 1968, the additional sum of \$3,600,000,000
 6 for the fiscal year ending June 30, 1969, the additional sum
 7 of \$3,600,000,000 for the fiscal year ending June 30, 1970,
 8 the additional sum of \$3,600,000,000 for the fiscal year end-
 9 ing June 30, 1971, and the additional sum of \$2,685,000,-
 10 000 for the fiscal year ending June 30, 1972.”

11 AUTHORIZATION OF USE OF COST ESTIMATE FOR APPOR-
 12 TIONMENT OF INTERSTATE FUNDS

13 SEC. 3. The Secretary of Commerce is authorized to
 14 make the apportionment for the fiscal years ending June 30,
 15 1968, and 1969, of the sums authorized to be appropriated
 16 for such years for expenditures on the National System of
 17 Interstate and Defense Highways, using the apportionment
 18 factors contained in table 5 of House Document Numbered
 19 42, Eighty-ninth Congress.

20 EXTENSION OF TIME FOR COMPLETION OF SYSTEM

21 SEC. 4. (a) The second paragraph of section 101(b) of
 22 title 23, United States Code, is amended by striking out
 23 “fifteen years” and inserting in lieu thereof “sixteen years”
 24 and by striking out “June 30, 1971”, and inserting in lieu
 25 thereof “June 30, 1972”.

1 ~~(b)~~ The second and third sentences of section 104 ~~(b)~~
2 ~~(5)~~ of title 23, United States Code, are amended by striking
3 “1971” where it appears and inserting in lieu thereof
4 “1972”, and by striking “fiscal year ending June 30, 1971”,
5 at the end of the penultimate sentence and inserting in lieu
6 thereof “fiscal years ending June 30, 1971, and June 30,
7 1972”.

~~AUTHORIZATIONS~~

9 SEC. 5. For the purpose of carrying out the provisions
10 of title 23 of the United States Code, the following sums are
11 hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

19 ~~(A) 45 per centum for projects on the Federal-aid~~
20 primary highway system;

21 ~~(B) 30 per centum for projects on the Federal-aid~~
22 secondary highway system; and

23 ~~(C)~~ 25 per centum for projects on extensions of

1 the Federal-aid primary and Federal-aid secondary high-
2 way systems in urban areas.

3 (2) For forest highways on the Federal-aid highway
4 systems, out of the highway trust fund, \$33,000,000 for the
5 fiscal year ending June 30, 1968, and \$33,000,000 for the
6 fiscal year ending June 30, 1969.

7 (3) For public lands highways on the Federal-aid high-
8 way systems, out of the highway trust fund, \$7,000,000 for
9 the fiscal year ending June 30, 1968, and \$7,000,000 for the
10 fiscal year ending June 30, 1969.

11 (4) For forest development roads and trails, \$85,000,-
12 000 for the fiscal year ending June 30, 1968, and \$110,000,-
13 000 for the fiscal year ending June 30, 1969.

14 (5) For public lands development roads and trails,
15 \$2,000,000 for the fiscal year ending June 30, 1968, and
16 \$3,000,000 for the fiscal year ending June 30, 1969.

17 (6) For park roads and trails, \$25,000,000 for the fiscal
18 year ending June 30, 1968, and \$30,000,000 for the fiscal
19 year ending June 30, 1969.

20 (7) For parkways, \$9,000,000 for the fiscal year end-
21 ing June 30, 1968, and \$11,000,000 for the fiscal year
22 ending June 30, 1969.

23 (8) For Indian reservation roads and bridges,

1 \$18,000,000 for the fiscal year ending June 30, 1968, and
2 \$23,000,000 for the fiscal year ending June 30, 1969.

3 HIGHWAY BEAUTIFICATION

4 SEC. 6. (a) The last sentence in subsections 131(m)
5 and 136(m) of title 23, United States Code, is hereby de-
6 leted and the following is substituted in lieu thereof: "No
7 part of the highway trust fund shall be available to carry
8 out this section before July 1, 1966. The provisions of
9 chapter 4 of this title relating to the obligation, period of
10 availability, and expenditure of Federal-aid primary highway
11 funds, except as determined by the Secretary to be incon-
12 sistent with this section, shall apply to the funds authorized
13 to be appropriated to carry out this section after June 30,
14 1966."

15 (b) The last sentence in subsection 319(b) of title 23,
16 United States Code, is hereby deleted and the following is
17 substituted in lieu thereof: "No part of the highway trust
18 fund shall be available to carry out this subsection before
19 July 1, 1966. The provisions of chapter 4 of this title relat-
20 ing to the obligation, period of availability, and expenditure
21 of Federal-aid primary highway funds, except as determined
22 by the Secretary to be inconsistent with this subsection, shall
23 apply to the funds authorized to be appropriated to carry out
24 this subsection after June 30, 1966."

EMERGENCY RELIEF

SEC. 7. Subsection (a) of section 125 of title 23, United States Code, is amended to read as follows:

“(a) The Secretary is hereby granted standby authority to expend, from any funds heretofore or hereafter appropriated for expenditure in accordance with the provisions of this title, including existing Federal-aid appropriations, and subject to the provisions of this section and section 120(f), the sum of \$50,000,000 for the fiscal year 1967, and a like sum for each fiscal year thereafter, for the repair or reconstruction of highways, roads, and trails which he shall find have suffered serious damage as a result of disaster over a wide area, such as by floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or other catastrophes in any part of the United States. The unexpended balance of such authorization shall remain available for expenditure for a period of two years after the close of the fiscal year for which such sum is authorized. Expenditures under this section on any of the Federal-aid highway systems shall be reimbursed by appropriations from the highway trust fund, and expenditures under this section for highways, roads, and trails not on any Federal-aid highway system shall be reimbursed by appropriations from the general funds of the Treasury, which appropriations are hereby authorized.”

(b) Subsections (b) and (c) of section 125 of title

1 23, United States Code, are amended by striking the words
2 “from the emergency fund” where they appear.

3 *That*

4 *SHORT TITLE*

5 *SECTION 1. This Act may be cited as the “Federal-Aid*
6 *Highway Act of 1966”.*

7 *REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR*
8 *INTERSTATE SYSTEM*

9 *SEC. 2. Subsection (b) of section 108 of the Federal-*
10 *Aid Highway Act of 1956, as amended, is amended to read*
11 *as follows:*

12 *“(b) AUTHORIZATION OF APPROPRIATIONS.—For the*
13 *purpose of expediting the construction, reconstruction, or im-*
14 *provement, inclusive of necessary bridges and tunnels, of*
15 *the Interstate System, including extensions thereof through*
16 *urban areas, designated in accordance with the provisions*
17 *of subsection (d) of section 103 of title 23, United States*
18 *Code, there is hereby authorized to be appropriated the ad-*
19 *ditional sum of \$1,000,000,000 for the fiscal year ending*
20 *June 30, 1957, which sum shall be in addition to the author-*
21 *ization heretofore made for that year, the additional sum of*
22 *\$1,700,000,000 for the fiscal year ending June 30, 1958, the*

1 additional sum of \$2,200,000,000 for the fiscal year ending
 2 June 30, 1959, the additional sum of \$2,500,000,000 for the
 3 fiscal year ending June 30, 1960, the additional sum of
 4 \$1,800,000,000 for the fiscal year ending June 30, 1961, the
 5 additional sum of \$2,200,000,000 for the fiscal year ending
 6 June 30, 1962, the additional sum of \$2,400,000,000 for the
 7 fiscal year ending June 30, 1963, the additional sum of
 8 \$2,600,000,000 for the fiscal year ending June 30, 1964,
 9 the additional sum of \$2,700,000,000 for the fiscal year
 10 ending June 30, 1965, the additional sum of \$2,800,000,000
 11 for the fiscal year ending June 30, 1966, the additional sum
 12 of \$3,000,000,000 for the fiscal year ending June 30, 1967,
 13 the additional sum of \$3,300,000,000 for the fiscal year
 14 ending June 30, 1968, and the additional sum of \$3,600,-
 15 000,000 for the fiscal year ending June 30, 1969.”

16 AUTHORIZATION OF USE OF COST ESTIMATE FOR APPOR-
 17 TIONMENT OF INTERSTATE FUNDS

18 SEC. 3. The Secretary of Commerce is authorized to
 19 make the apportionment for the fiscal years ending June 30,
 20 1968 and 1969, of the sums authorized to be appropriated
 21 for such years for expenditures on the National System of

1 *Interstate and Defense Highways, using the apportionment*
2 *factors contained in table 5 of House Document Numbered*
3 *42, Eighty-ninth Congress.*

4 *REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR*
5 *INTERSTATE SYSTEM*

6 *SEC. 4. (a) Section 109(b) of title 23 of the United*
7 *States Code is amended by inserting after the second sentence*
8 *the following: "Such standards shall in all cases provide for*
9 *at least four lanes of traffic."*

10 *(b) The Secretary of Commerce is authorized to modify*
11 *project agreements entered into prior to the date of enactment*
12 *of this Act pursuant to section 106 of title 23 of the United*
13 *States Code for the purpose of effectuating the amendment*
14 *made by this section with respect to as much of the National*
15 *System of Interstate and Defense Highways as may be*
16 *possible.*

17 *AUTHORIZATIONS*

18 *SEC. 5. For the purpose of carrying out the provisions*
19 *of title 23 of the United States Code, the following sums are*
20 *hereby authorized to be appropriated:*

21 *(1) For the Federal-aid primary system and the*
22 *Federal-aid secondary system and for their extension within*
23 *urban areas, out of the highway trust fund, \$1,000,000,000*
24 *for the fiscal year ending June 30, 1968, and \$1,000,-*
25 *000,000 for the fiscal year ending June 30, 1969. The*

1 *sums authorized in this paragraph for each fiscal year shall*
2 *be available for expenditure as follows:*

3 *(A) 45 per centum for projects on the Federal-aid*
4 *primary highway system;*

5 *(B) 30 per centum for projects on the Federal-aid*
6 *secondary highway system; and*

7 *(C) 25 per centum for projects on extensions of*
8 *the Federal-aid primary and Federal-aid secondary high-*
9 *way systems in urban areas.*

10 *(2) For forest highways on the Federal-aid highway*
11 *systems, \$33,000,000 for the fiscal year ending June 30,*
12 *1968, and \$33,000,000 for the fiscal year ending June 30,*
13 *1969.*

14 *(3) For public lands highways on the Federal-aid*
15 *highway systems, \$20,000,000 for the fiscal year ending*
16 *June 30, 1968, and \$25,000,000 for the fiscal year ending*
17 *June 30, 1969.*

18 *(4) For forest development roads and trails, \$170,-*
19 *000,000 for the fiscal year ending June 30, 1968, and*
20 *\$170,000,000 for the fiscal year ending June 30, 1969.*

21 *(5) For public lands development roads and trails,*
22 *\$4,000,000 for the fiscal year ending June 30, 1968, and*
23 *\$6,000,000 for the fiscal year ending June 30, 1969.*

24 *(6) For park roads and trails, \$25,000,000 for the*

1 *fiscal year ending June 30, 1968, and \$30,000,000 for the*
2 *fiscal year ending June 30, 1969.*

3 (7) *For parkways, \$9,000,000 for the fiscal year end-*
4 *ing June 30, 1968, and \$11,000,000 for the fiscal year end-*
5 *ing June 30, 1969.*

6 (8) *For Indian reservation roads and bridges, \$20,-*
7 *000,000 for the fiscal year ending June 30, 1968, and*
8 *\$23,000,000 for the fiscal ending June 30, 1969.*

9 *ALASKAN ASSISTANCE*

10 *SEC. 6. (a) Notwithstanding the provisions of section*
11 *116, funds made available to the State of Alaska under title*
12 *23, United States Code, may be expended by the State for*
13 *maintenance of Federal aid highways.*

14 (b) *Notwithstanding the provisions of section 103, funds*
15 *made available to the State of Alaska under title 23, United*
16 *States Code, may be expended for construction of access and*
17 *development roads that will serve resource development,*
18 *recreational, residential, commercial, industrial, or other*
19 *like purposes.*

20 (c) *For construction and maintenance of highways in*
21 *the State of Alaska, out of the highway trust fund, and in*
22 *addition to funds otherwise made available to the State of*
23 *Alaska under title 23, United States Code, \$10,000,000 for*
24 *each of the fiscal years ending June 30, 1968, June 30, 1969,*
25 *June 30, 1970, June 30, 1971, and June 30, 1972.*

EMERGENCY RELIEF

1
2 *SEC. 7. (a) The last proviso of subsection (f) of*
3 *section 120 of title 23 of the United States Code is amended*
4 *by inserting after "park roads and trails," the following:*
5 *"parkways, public lands highways, public lands develop-*
6 *ment roads and trails,".*

7 *(b) Subsection (c) of section 125 of title 23 of the*
8 *United States Code is amended by inserting after "park*
9 *roads and trails," the following: "parkways, public lands*
10 *highways, public lands development roads and trails,".*

11 *(c) The second sentence of subsection (a) of section 125*
12 *of title 23 of the United States Code is hereby deleted and*
13 *the following is substituted therefor: "Subject to the following*
14 *limitations, there is hereby authorized to be appropriated such*
15 *sums as may be necessary to establish the fund authorized by*
16 *this section and to replenish it on an annual basis: (1) not*
17 *more than \$50,000,000 is authorized to be expended in any*
18 *one fiscal year to carry out this section except that if in any*
19 *fiscal year the total of all expenditures under this section is*
20 *less than \$50,000,000 the unexpended balance of such*
21 *amounts shall remain available for expenditure during the*
22 *next two succeeding fiscal years in addition to amounts other-*
23 *wise available to carry out this section in such years, and*
24 *(2) 60 per centum of the expenditures under this section for*

1 any fiscal year are authorized to be appropriated from the
2 Highway Trust Fund and the remaining 40 per centum of
3 such expenditures are authorized to be appropriated only
4 from any moneys in the Treasury not otherwise appropri-
5 ated.”

6 (d) Subsections (b) and (c) of section 125 of title 23,
7 United States Code, are amended by striking the words
8 “from the emergency fund” where they appear.

9 STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

10 SEC. 8. The Secretary of Commerce is authorized and
11 directed to make a full and complete investigation and study
12 of the advance acquisition of rights-of-way for future con-
13 struction of highways on the Federal-aid highway systems,
14 with particular reference to the provision of adequate time
15 for the removal and disposal of improvements located on
16 rights-of-way and the relocation of affected individuals, busi-
17 nesses, institutions, and organizations, the tax status of such
18 property after acquisition and before its use for highway
19 purposes, and the methods for financing advance right-of-way
20 acquisition by both the State governments and the Federal
21 Government, including the possible creation of revolving
22 funds for such purpose. The Secretary shall submit a
23 report of the results of such study to Congress not later than
24 January 10, 1968, together with his recommendations.

STATE HIGHWAY DEPARTMENTS

SEC. 9. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: "In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms."

RELOCATION ASSISTANCE STUDY

SEC. 10. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than July 1, 1967. The study and investigation shall include, but shall not be limited to—

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns and nonprofit organizations, and the extent to which

1 *the making of such payments and the providing of other*
2 *financial assistance should be mandatory;*

3 (2) the feasibility of constructing, within the right-
4 of-way of a highway or upon real property adjacent
5 thereto acquired for such purposes, publicly or privately
6 owned, buildings, improvements, or other facilities to aid
7 in the relocation of such displaced persons, business con-
8 cerns, and nonprofit organizations;

9 (3) the extent to which the costs of acquiring such
10 real property and constructing such buildings, improve-
11 ments, and other facilities should be paid from the high-
12 way trust fund; and

(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements, and other facilities, which is not properly chargeable to the highway trust fund.

17 *HIGHWAY STUDY—GUAM, AMERICAN SAMOA, AND THE*
18 *VIRGIN ISLANDS*

19 *SEC. 11. (a) The Secretary of Commerce, in cooperation*
20 *with the government of Guam, the government of American*
21 *Samoa, and the government of the Virgin Islands is hereby*
22 *authorized to make studies of the need for, and estimates and*
23 *planning surveys relative to, highway construction programs*
24 *for Guam, American Samoa, and the Virgin Islands.*

25 (b) On or before January 10, 1968, the Secretary of

1 *Commerce shall submit a report to the Congress which shall*
2 *include—*

3 (1) *an analysis of the adequacy of present high-*
4 *way programs to provide satisfactory highways in both*
5 *the rural and urban areas in Guam, American Samoa,*
6 *and the Virgin Islands;*

7 (2) *specific recommendations as to a program for*
8 *the construction of highways throughout Guam, Ameri-*
9 *can Samoa, and the Virgin Islands; and*

10 (3) *a feasible program for implementing such spe-*
11 *cific recommendations, including cost estimates, recom-*
12 *mendations as to the sharing of cost responsibilities, and*
13 *other pertinent matters.*

14 (c) *There is hereby authorized to be appropriated, out*
15 *of any money in the Treasury not otherwise appropriated, to*
16 *be available until expended, the sum of \$200,000 for the*
17 *purpose of making the studies, surveys, and report author-*
18 *ized by subsections (a) and (b) of this section.*

19 SOIL EROSION CONTROL

20 SEC. 12. *Section 109 of title 23, United States Code, is*
21 *amended by adding a new subsection as follows:*

22 “(g) *The Secretary shall not approve plans and speci-*
23 *fications for proposed projects on any Federal-aid system*
24 *unless he determines, after consultation with the Administra-*
25 *tor of the Soil Conservation Service, that the plans include*

1 *adequate measures to minimize soil erosion which might be*
2 *caused by the proposed excavations and construction.”*

3 *PRESERVATION OF PARKLANDS*

4 *SEC. 13. (a) Chapter 1 of title 23 of the United States*
5 *Code is amended by inserting at the end thereof a new sec-*
6 *tion as follows:*

7 *“§ 137. Preservation of parklands*

8 *“It is hereby declared to be the national policy that in*
9 *carrying out the provisions of this title, the Secretary shall*
10 *use maximum effort to preserve Federal, State, and local*
11 *government parklands and historic sites and the beauty and*
12 *historic value of such lands and sites. The Secretary shall*
13 *cooperate with the States in developing highway plans and*
14 *program which carry out such policy. After July 1, 1968,*
15 *the Secretary shall not approve under section 105 of this title*
16 *any program for a project which requires the use for such*
17 *project of any land from a Federal, State, or local govern-*
18 *ment park or historic site unless (1) there is no feasible*
19 *alternative to the use of such land, (2) such program in-*
20 *cludes all possible planning to minimize any harm to such*
21 *park or site resulting from such use.”*

A BILL

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. RANDOLPH

MARCH 29 (legislative day, MARCH 25), 1966

Read twice and referred to the Committee on Public Works

JULY 26 (legislative day, JULY 22), 1966

Reported with amendments

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

Issued July 28, 1966
For actions of July 27, 1966
89th-2nd; No. 121

CONTENTS

Administrative law.....20	Farm products.....31	Prices.....5,39
Appropriations.....12	Federal aid.....19	Recreation.....8,14
Buildings.....18	Fish protein.....7	Relocation payments.....23
Census.....33	Foreign aid.....11	Research.....35
Child nutrition.....1	Forest roads.....3	Roads.....3
Cigarette labeling.....30	Housing.....4,13	Screw-worm.....38
Civil rights.....4	Inflation.....9,24,39	Soybeans.....28
Clean water.....10,16	Intergovernmental	Statistics.....25,39
Congressional reform.....27	relations.....19	Transportation.....2,13,31
Credit.....22	Labeling.....30,32,37	Truth-in-lending.....22
Diet foods.....37	Lands.....23	Water.....10,16,29,36
Economy.....9,24,39	Milk programs.....21	Water pollution.....16,29
Electrification.....17	Natural beauty.....26	Watersheds.....6,15
Farm prices.....5	Poverty.....34	Wheat.....5

HIGHLIGHTS: Senate received work plans for various watershed projects. House Rules Committee cleared road authorization and Dept. of Transportation bills. House subcommittee approved child nutrition bill.

HOUSE

1. CHILD NUTRITION. A subcommittee of the Education and Labor Committee approved for full committee consideration S. 3467, the child nutrition bill. p. D681
2. TRANSPORTATION. The Rules Committee reported a resolution for consideration of H. R. 15963, to establish a Department of Transportation. p. 16465
3. ROADS. The Rules Committee reported a resolution for consideration of H. R. 14359, the road authorization bill. As reported, this bill would authorize

\$33 million for forest highways and \$170 million for forest development roads and trails for both 1968 and 1969. p. 16465

4. CIVIL RIGHTS. Continued debate on H. R. 14765, the civil rights bill. pp. 16378-427, 14638-9
5. FARM PRICES; WHEAT. Rep. Andrews, N. Dak., criticized the "recurring tendency of the administration to blame farmers for inflation" and inserted an article which states that farmers are not responsible for recent bread-price increases. p. 16428
6. WATERSHEDS. Rep. Baring commended the small watershed program and soil conservation district leaders in Nev. p. 16457
7. FISH PROTEIN. Rep. Keith questioned the Food and Drug Administration decision to withhold approval of fish protein concentrate pending additional information. p. 16438
8. RECREATION. Rep. Clausen spoke in favor of increased authorization for the Point Reyes National Seashore and inserted testimony on this and other Land and Water Conservation Fund projects. pp. 16447-51
9. INFLATION. Rep. Ullman stated that the economy is under threat of both inflation and recession and urged Presidential action "to coordinate the use of the various tools which will restore balanced growth to the economy." p. 16456

SENATE

10. CLEAN WATER. Conferees were appointed on S. 3034, to authorize feasibility studies of certain potential Federal reclamation projects in the 17 Western States. House conferees have not yet been appointed. pp. 16563-65
11. FOREIGN AID. Sen. Williams, N. J., commended and inserted a speech by AID Administrator Bell on the goals and results of our foreign aid program. pp. 16525-7
12. APPROPRIATIONS. The legislative appropriation bill, H. R. 15456, was made the unfinished business. p. 16579
13. HOUSING; TRANSPORTATION. The "Daily Digest" states that a subcommittee of the Banking and Currency Committee concluded consideration of several pending housing bills, "agreeing to recommend to the full committee the following three clean bills: (1) proposed Demonstration Cities and Metropolitan Development Act, (2) to amend the Urban Mass Transit Act of 1964, and (3) proposed Housing and Urban Development Act of 1966." p. D679
14. RECREATION. A subcommittee of the Interior and Insular Affairs Committee voted to report to the full committee "without recommendation" H. R. 7524, to provide for establishment of the Oregon Dunes National Seashore. p. D679

CONSIDERATION OF H.R. 14359

JULY 27, 1966.—Referred to the House Calendar and ordered to be printed

Mr. YOUNG, from the Committee on Rules, submitted the following

R E P O R T

[To accompany H. Res. 936]

The Committee on Rules, having had under consideration House Resolution 936, report the same to the House with the recommendation that the resolution do pass.

○

CONSIDERATION OF BILLS

This report from the Committee on Rules submitted to

REPORT

[To accompany H. R.]

The Committee on Rules, having had under consideration the Resolution 836, report the same to the House with the recommendation that the resolution do

House Calendar No. 273

89TH CONGRESS
2D SESSION

H. RES. 936

[Report No. 1775]

IN THE HOUSE OF REPRESENTATIVES

JULY 27, 1966

Mr. YOUNG, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the Union
4 for the consideration of the bill (H.R. 14359) to authorize
5 appropriations for the fiscal years 1968 and 1969 for the
6 construction of certain highways in accordance with title 23
7 of the United States Code, and for other purposes. After
8 general debate, which shall be confined to the bill and shall
9 continue not to exceed two hours, to be equally divided and
10 controlled by the chairman and ranking minority member of
11 the Committee on Public Works, the bill shall be read for
12 amendment under the five-minute rule. It shall be in order

1 to consider the substitute amendment recommended by the
2 Committee on Public Works now in the bill, and such sub-
3 stitute for the purpose of amendment shall be considered
4 under the five-minute rule as an original bill. At the con-
5 clusion of such consideration the Committee shall rise and
6 report the bill to the House with such amendments as may
7 have been adopted, and any Member may demand a sepa-
8 rate vote in the House on any of the amendments adopted in
9 the Committee of the Whole to the bill or committee sub-
10 stitute. The previous question shall be considered as ordered
11 on the bill and amendments thereto to final passage without
12 intervening motion except one motion to recommit with or
13 without instructions.

89TH CONGRESS
2^D SESSION

H. RES. 936

[Report No. 1775]

RESOLUTION

Providing for consideration of H.R. 14359, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

By Mr. YOUNG

JULY 27, 1966

Referred to the House Calendar and ordered to be printed

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued July 29, 1966
For actions of July 28, 1966
89th-2nd; No. 122

CONTENTS

Appropriations.....3	Forest roads.....1	Personnel.....5,12,27,35
Child nutrition.....9,13	Fruits and vegetables...15	Pork purchases.....19
Civil rights.....17	Governors' conference...10	Price support.....31
Conservation.....32	Greenspan.....24	Reclamation.....6,18
Credit.....29	Housing.....16,34	Recreation.....21
Cropland adjustment....24	Inflation.....8	Relocation procedures...39
Defense production.....29	Intergovernmental	Research.....36
Disaster relief.....25,37	cooperation.....10,39	Roads.....1
Farm income.....10,19	Labor standards.....4	Sales participation....34
Farm prices.....8	Lands.....28	School milk.....9,13
Farm program.....22	Marketing.....15	Taxation.....32
Federal aid.....10,39	Milk.....9,13,31	Traffic safety.....14
Fish protein.....36	Minerals.....30	Water.....33
Foreign aid.....11,20	Opinion poll.....23	Watersheds.....26
Foreign trade.....19	Organization of Congress.2	Wheat.....7,20,38

HIGHLIGHTS: Senate passed road authorization bill. House committee voted to report child nutrition bill. House subcommittee approved bill to provide check-off for paid advertising for plums, grapes, and pears.

SENATE

1. ROADS. Passed as reported S. 3155, the road authorization bill, which authorizes \$33 million for forest highways and \$170 million for forest development roads and trails for each of the fiscal years 1968 and 1969. pp. 16662-75
2. ORGANIZATION OF CONGRESS. Both Houses received from the Joint Committee on the Organization of Congress a report, "Organization of Congress" (S. Rept. 1414). pp. 16604, 16787

3. APPROPRIATIONS. Passed with amendments H. R. 15456, the legislative appropriation bill. pp. 16675-7, 16681-90 Senate conferees were appointed.
4. LABOR STANDARDS. Sen. Javits submitted an amendment to H. R. 13712, the minimum wage bill, which he stated would bar "arbitrary age discrimination in employment." p. 16619
5. PERSONNEL. The Finance Committee voted to report (but did not actually report) with amendments H. R. 15119, the proposed Unemployment Insurance Amendments of 1966. p. D686
6. RECLAMATION. A subcommittee of the Interior and Insular Affairs Committee approved for full committee action S. 553, to consent to the Upper Niobrara River Compact between Wyo. and Nebr.; and S. 2297, giving U. S. district courts jurisdiction over actions brought to determine just compensation for lands acquired by the U. S. for irrigation purposes. pp. D686-7
7. WHEAT. Sen. McGee was added as a cosponsor of S. 3550, to provide for a 25-cent-per-bushel export marketing certificate on wheat. p. 16620
8. INFLATION. Sen. Proxmire inserted a Fortune magazine "review of the current economic situation." pp. 16626
Sen. Tower criticized Secretary Freeman's statement on farm prices and claimed that the "farmer and rancher cannot be blamed for today's higher consumer prices." pp. 16634-35
9. CHILD NUTRITION. Sen. Proxmire commended the amended version of the child nutrition bill reported by the House Committee and urged quick action so that the "uncertainty" of the school milk program can be resolved. p. 16629
10. GOVERNORS' CONFERENCE. Sen. Javits inserted resolutions of the Governors' conference urging coordination of Federal aid programs, expressing support of S. 561, the proposed Intergovernmental Cooperation Act, and urging enactment of legislation "to make certain that agricultural income be adjusted to a level that American farmers are receiving their rightful share of the national income." p. 16629
11. FOREIGN AID. Sen. Ervin inserted an explanation of his vote against the foreign aid authorization bill. pp. 16650-51
Sen. Fulbright expressed concern that "continued expansion of foreign aid and the war in Vietnam will inevitably reduce the...effectiveness of many domestic programs," and inserted supporting information. pp. 16655-62
12. PERSONNEL. Sen. Monroney paid tribute to Charles S. Murphy on the anniversary of "30 years of dedicated service to the Federal Government" and inserted a biographical sketch. pp. 16651-53

HOUSE

13. CHILD NUTRITION. The Education and Labor Committee voted to report (but did not actually report) S. 3467, amended, the child nutrition bill. p. D688
14. TRAFFIC SAFETY. The Interstate and Foreign Commerce Committee reported with an amendment H. R. 13228, the proposed Traffic Safety Act of 1966 (H. Rept. 1776). p. 16787

The attached list is current as of July 15, 1966.

If we can be of further assistance, please let me know.

With very best regards,
Sincerely yours,

ROBERT T. COCHRAN, JR.,
Assistant Administrator for Public Affairs.
Enclosure.

Name and address of applicant	Amount of loan request	Purpose of loan
Arkansas School of Business & Training, Inc., Little Rock, Ark.	1 \$27,000	Equipment and debt payment.
Buddy's Amoco Station, Rison, Ark.	1 4,000	Working capital.
Coleman Mobil Station, North Little Rock, Ark.	1 3,000	Equipment.
Harris Auto & Repairs, Forrest City, Ark.	1 1,000	Working capital.
C & L Rice Mill, Inc., DeWitt, Ark.	2 255,000	Construction and working capital.
Chetuck Corp., Jonesboro, Ark.	2 135,000	Debt payment.
Piggly Wiggly Stores, El Dorado, Ark.	2 80,000	Working capital.
White Oil Co., Amity, Ark.	2 40,000	Construction.
Horton Super Market, North Little Rock, Ark.	2 26,000	Do.
Hurlon Barker Produce, North Little Rock, Ark.	2 7,500	Equipment.
Willis Barber & Beauty Supply, Little Rock, Ark.	2 3,000	Do.
Calico Rock Development Corp., Calico Rock, Ark.	4 112,000	Construction.
Sparkman Development Corp., Sparkman, Ark.	4 24,000	Do.
Total	717,500	

1 Direct loan request.

2 Loan request under loan guarantee program.

3 Loan request under displaced business loan authority.

4 Local development company loan request.

NOTE.—All of the above applications are for loans. There are no grants involved.

Office of Economic Opportunity—Arkansas applications pending as of July 8, 1966

Applicant	Project description	Federal funds requested
Monroe County Community Action Committee, Inc., Clarendon, Ark.	Program development	\$8,905
Drew County Economic Opportunity Corp., Monticello, Ark.	do	14,765
Lonoke County Action Committee, Cabot, Ark.	do	11,315
Grant County Economic Opportunity Council, Sheridan, Ark.	do	6,844
Arkansas County Economic Development Council, Inc., Dewitt, Ark.	do	17,142
Columbia County Economic Development Council, Inc., Magnolia, Ark.	do	15,490
Van Se Boo M, Harrison, Ark.	do	29,939
Mississippi County Economic Opportunity Commission, Inc., Blytheville, Ark.	Conduct and administration	53,726
Desha County Community Action Committee, Inc., Arkansas City, Ark.	Program development	22,848
Pike County Economic Development Council, Inc., Murfreesboro, Ark.	do	9,991
Leslie Public School, Leslie, Ark.	Follow through HS	5,696
Howard County Economic Opportunity Corp., Nashville, Ark.	Program development	10,720
Woodruff County Economic Opportunity Corp., Augusta, Ark.	do	18,232
Bradley County Community Action Corp., Warren, Ark.	do	18,330
Ashley County Economic Opportunity Corp., Hamburg, Ark.	do	19,668
Craighead County Community Action Agency, Inc., Jonesboro, Ark.	do	20,401
Cleveland County Community Action Agency, Inc., Rison, Ark.	do	14,964
Nevada County Community Action Program, Prescott, Ark.	do	15,933
Sevier County Economic Opportunity Corp., DeQueen, Ark.	do	14,986
Prairie County Community Action Corp., Des Arc, Ark.	do	15,014
Polk County Community Action Agency, Inc., Mena, Ark.	do	14,517
Dallas County Community Action Agency, Inc., Fordyce, Ark.	do	18,278
Montgomery County Community Action Agency, Inc., Mount Ida, Ark.	do	9,453
Leslie Public Schools, Leslie, Ark.	Headstart	20,064
Calhoun County Community Action Program, Hampton, Ark.	Program development	12,496
Poinsett County Community Action Agency, Inc., Harrisburg, Ark.	do	14,501
NC Arkansas Economic Opportunity Action Corp., Batesville, Ark.	Conduct and administration	41,327
Ouachita Area Development Corp., Camden, Ark.	Legal aid	37,344
Council of Economic Opportunity of Hot Springs and Garland County, Hot Springs, Ark.	Conduct and administration	31,677
Crawford County CA Development Council, Inc., Van Buren, Ark.	do	29,645
Economic Opportunity Council of the Ozarks, Inc., Cotter, Ark.	do	32,913
Clark County Community Action Agency, Inc., Arkadelphia, Ark.	Program development	23,394
Carroll-Madison Corp., Huntsville, Ark.	Conduct and administration	24,146
Council of Economic Opportunity of Hot Springs and Garland County, Hot Springs, Ark.	Headstart day care centers	161,537
Arkansas Farmers Union	Community activity for seniors	149,100
Pulaski County	Operation Second Chance	27,778
Philander Smith College	Neighborhood leadership	64,000
Central Arkansas Development Council	Neighborhood Youth Corps	284,480
Total (38 projects)		1,341,589

Mr. FULBRIGHT. Mr. President, I have attempted unsuccessfully since July 15 to obtain similar information from the Department of Agriculture. When these data are received, I will bring them to the attention of the Senate.

Mr. President, the cost of the war in Vietnam—estimated at \$2 billion per month—is also causing a crisis in the homebuilding industry. I ask unanimous consent to have printed in the RECORD several statements recently issued by the National Association of Home Builders.

There being no objection, the statements were ordered to be printed in the RECORD as follows:

BACKGROUND

The home building industry expected to build approximately 1.6 million housing units in 1966.

But a great competition for money began last Fall when the Government relied on monetary policy measures alone to check inflationary pressures. This has resulted in a disastrous interest rate war and a violent shift of funds away from Savings and Loans and other institutions that finance home mortgages.

The home building industry has been seriously crippled as a consequence.

The effects are now being felt in other sectors of the economy that are related to the home building industry, and more importantly, by the general public.

The blow to the industry is one from which a long recovery time will be needed. Action is needed now to begin that recovery.

WHAT IS HAPPENING

Annual rate of starts and permits lowest in 6 years—only during the last two recessions in the fifties has rate been this low.

4 million families who buy new or used homes each year are already affected.

Building permits—indicators of future activity—down 25 percent from June 1965.

Actual June housing starts—20 per cent behind June 1965.

FHA starts in June down 25 per cent from June 1965.

VA starts in June down 22 per cent from June 1965.

Mortgage commitments of mutual savings banks in June 1966 down approximately 63 per cent as compared to June of last year.

Mortgage commitments for savings and loan associations in May 1966 down 51 per cent as compared to May 1965.

WHAT THIS MEANS

Based on current trend projections, the next 12 months could see a loss of 400,000 units—the economic impact of such a loss would be:

800,000 man years of employment.

\$7 billion in construction expenditures.

An additional \$14 billion in related expenditures.

Nearly 5 billion board feet of lumber.
2 billion bricks.
8 million gallons of paint.
Nearly a million tons of steel.
2 billion square feet of gypsum board.
Nearly 5 million doors.
More than 600,000 bath tubs.
And many others—such as miles of electric wiring, switches, appliances, cabinets, tile, cement, etc.

Also, this drop will mean lower local government real estate tax collections, and a reduction in sales taxes, transfer taxes, etc.

WHAT TO EXPECT

If the present situation is not corrected, the expressed housing goals of the Administration and Congress will be empty phrases.

If we are to meet the needs of new families, replace housing lost from the market each year, and at the same time rebuild our cities and eliminate sub-standard housing, the production rate of housing will have to be far in excess of this year's hoped for rate of 1.6 million units.

In this mortgage credit crisis, production capacity is being reduced to far below requirements for the future.

New housing programs, which raise the hopes of millions for getting out of sub-standard housing, cannot get off the ground.

Low and middle income families are the most severely affected.

The ability of people to sell their homes or buy new homes is being severely restricted. This means loss of the ability of the people to realize a return from their investment in housing, and reduction of their ability to move.

The capacity of the industry to produce the needed housing is being crippled now. That capacity, once reduced, cannot be quickly or easily restored.

WHAT WE SUPPORT

These bills which would help put money back into home building:

H.R. 15639 (the Hanna bill) authorizing FNMA to increase its borrowing power from ten to fifteen times or about 2.2 billion dollars. We also endorse H.R. 15288 (the Widnall bill) which would have the same result but to a lesser degree.

S. 3529 (the Sparkman bill) and H.R. 16352 (the Barrett bill) which would put a billion dollars of special assistance funds into FNMA.

H.R. 14026 which would help put money back into home building by:

Empowering the Federal Reserve Board to buy FNMA and FHLBB debentures and other obligations.

And these other provisions of H.R. 14026 which would help end the interest rate war!

Place a ceiling of 4½% on consumer type CD's,

Authorize the Federal Reserve to establish different rates on different types of deposits, and

Authorize standby rate controls for the Federal Home Loan Bank Board.

We also support those provisions of H.R. 14026 which would provide for a board to coordinate Federal fiscal and monetary policy and would increase reserve requirements on time deposits.

We call upon the Congress and the Administration to adopt these measures now and to establish a national housing policy designed to maintain a healthy and viable home building industry. This is essential to our national economy and to provide a proper living environment for all our citizens.

CONCLUSION OF MORNING BUSINESS

The PRESIDING OFFICER. Is there further morning business? If not, morning business is concluded.

FEDERAL-AID HIGHWAY ACT OF 1966

Mr. RANDOLPH. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 1374, S. 3155, the Federal-Aid Highway Act of 1966.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Public Works with an amendment to strike out all after the enacting clause and insert:

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966."

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,300,000,000 for the fiscal year ending June 30, 1968, and the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1969."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968 and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 4. (a) Section 109(b) of title 23 of the United States Code is amended by inserting after the second sentence the following: "Such standards shall in all cases provide for at least four lanes of traffic."

(b) The Secretary of Commerce is authorized to modify project agreements entered into prior to the date of enactment of this Act pursuant to section 106 of title 23 of the United States Code for the purpose of effectuating the amendment made by this section with respect to as much of the National System of Interstate and Defense Highways as may be possible.

AUTHORIZATIONS

SEC. 5. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriate:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways on the Federal-aid highway systems, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways on the Federal-aid highway systems, \$20,000,000 for the fiscal year ending June 30, 1968, and \$25,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$4,000,000 for the fiscal year ending June 30, 1968, and \$6,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$20,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

ALASKAN ASSISTANCE

SEC. 6. (a) Notwithstanding the provisions of section 116, funds made available to the State of Alaska under title 23, United States Code, may be expended by the State for maintenance of Federal aid highways.

(b) Notwithstanding the provisions of section 103, funds made available to the State of Alaska under title 23, United States Code, may be expended for construction of access and development roads that will serve resource development, recreational, residential, commercial, industrial, or other like purposes.

(c) For construction and maintenance of highways in the State of Alaska, out of the highway trust fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$10,000,000 for each of the fiscal years ending June 30, 1968, June 30, 1969, June 30, 1970, June 30, 1971, and June 30, 1972.

EMERGENCY RELIEF

SEC. 7. (a) The last proviso of subsection (f) of section 120 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails,".

(b) Subsection (c) of section of section 125 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails."

(c) The second sentence of subsection (a) of section 125 of title 23 of the United States Code is hereby deleted and the following is substituted therefor: "Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than than \$50,000,000 the unexpended balance of such amounts shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated."

(d) Subsections (b) and (c) of section 125 of title 23, United States Code, are amended by striking the words "from the emergency fund" where they appear.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

SEC. 8. The Secretary of Commerce is authorized and directed to make a full and complete investigation and study of the advance acquisition of rights-of-way for future construction of highways on the Federal-aid highway systems, with particular reference to the provision of adequate time for the removal and disposal of improvements located on rights-of-way and the relocation of affected individuals, businesses, institutions, and organizations, the tax status of such property after acquisition and before its use for highway purposes, and the methods for financing advance right-of-way acquisition by both the State governments and the Federal Government, including the possible creation of revolving funds for such purpose. The Secretary shall submit a report of the results of such study to Congress not later than January 10, 1968, together with his recommendations.

STATE HIGHWAY DEPARTMENTS

SEC. 9. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: "In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms."

RELOCATION ASSISTANCE STUDY

SEC. 10. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than July 1, 1967. The study and investigation shall include, but shall not be limited to—

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns and nonprofit organizations, and the extent to which the

making of such payments and the providing of other financial assistance should be mandatory;

(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned, buildings, improvements, or other facilities to aid in the relocation of such displaced persons, business concerns, and nonprofit organizations;

(3) the extent to which the costs of acquiring such real property and constructing such buildings, improvements, and other facilities should be paid from the highway trust fund; and

(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements, and other facilities, which is not properly chargeable to the highway trust fund.

HIGHWAY STUDY—GUAM, AMERICAN SAMOA, AND THE VIRGIN ISLANDS

SEC. 11. (a) The Secretary of Commerce, in cooperation with the government of Guam, the government of American Samoa, and the government of the Virgin Islands is hereby authorized to make studies of the need for, and estimates and planning surveys relative to, highway construction programs for Guam, American Samoa, and the Virgin Islands.

(b) On or before January 10, 1968, the Secretary of Commerce shall submit a report to the Congress which shall include—

(1) an analysis of the adequacy of present highway programs to provide satisfactory highways in both the rural and urban areas in Guam, American Samoa, and the Virgin Islands;

(2) specific recommendations as to a program for the construction of highways throughout Guam, American Samoa, and the Virgin Islands; and

(3) a feasible program for implementing such specific recommendations, including cost estimates, recommendations as to the sharing of cost responsibilities, and other pertinent matters.

(c) There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be available until expended, the sum of \$200,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

SOIL EROSION CONTROL

SEC. 12. Section 109 of title 23, United States Code, is amended by adding a new subsection as follows:

"(g) The Secretary shall not approve plans and specifications for proposed projects on any Federal-aid system unless he determines, after consultation with the Administrator of the Soil Conservation Service, that the plans include adequate measures to minimize soil erosion which might be caused by the proposed excavations and construction."

PRESERVATION OF PARKLANDS

SEC. 13. (a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

"§ 137. Preservation of parklands

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and program which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless (1) there is no feasible alternative to the use of such land, (2) such

program includes all possible planning to minimize any harm to such park or site resulting from such use."

Mr. RANDOLPH. Mr. President, this proposed legislation provides the biennial authorizations for the Interstate and Defense Highway System and the Federal-aid ABC highway systems, for the 2 fiscal years, 1968 and 1969.

The measure—which was reported unanimously from the Committee on Public Works—authorizes a total of \$9,529,200,000 from the highway trust fund and the general fund of the Treasury.

The bill authorizes \$3.3 and \$3.6 billion from the trust fund for the Interstate System for fiscal years 1968 and 1969, respectively, and \$1 billion for the ABC systems—which are our primary and secondary road systems and their urban extensions—for each of those years.

In addition to these authorizations from the trust fund, this S. 3155 provides funds for roads constructed on public domain lands in the amount of \$579,200,000 for the fiscal years 1968 and 1969.

The major recommendation from the Committee on Public Works in the category of public domain roads authorizations has been to increase the funds for forest development roads and trails from \$85 and \$110 million for fiscal years 1968 and 1969, respectively, as proposed by the administration, to \$170 million for each of those years.

The reasons for the committee action in this regard are summarized by the following statement from the committee report:

Therefore, it is the committee's view that, in order to maximize efficient maintenance and development of national forest resources, to serve the widest range of benefits for the public, and to strengthen cooperative relations between the Forest Service and the timber products industry, the Congress should strive toward the goal of constructing as much of the national forest road system as possible from appropriated funds, with a minimum of purchaser constructed roads required.

The committee conducted extensive hearings on this section of the bill, receiving testimony from Senators and officials of the administration, as well as from State and county officials and a broad spectrum of conservation interests and forest products industry representatives. The committee is, therefore, of the firm conviction that the recommended authorization levels of \$170 million for each of the fiscal years of 1968 and 1969 represent a prudent and necessary investment in our national resources and in the future well-being of the national economy.

The committee bill also substantially increases the funds available for the construction of public lands highways, from \$7 million for each of the fiscal years of 1968 and 1969, to \$20 million for fiscal 1968 and \$25 million in fiscal 1969. And even with this substantial increase, the authorizations amount to only one-third of the total applications from the States for assistance in these categories.

Finally, Mr. President, S. 3155 authorizes modest but significant increases in the funds available for the construction of public lands development roads and trails and Indian reservation roads and bridges. I ask unanimous consent to in-

clude at this point those sections of the report which discuss the committee action on these categories of roads:

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS,
SECTION 5

The road system financed under subsection (5) of section 5 serves the "unreserved, unappropriated public domain lands" comprising some 176 million acres, largely in the 11 Western States, and 288 million acres of public-domain lands in Alaska.

Though the public domain lands have been the neglected stepchild of the entire Federal land resource, it is now generally recognized that the bulk of these lands is not going to pass from Federal ownership, and it is long past the time to develop an affirmative program for their management.

In 1964 the Congress passed the Classification and Multiple Use Act, which gave official recognition to the recreational and resource values of public-domain lands and to the need for an improved management program. Major programs requiring new and improved access are (1) fire and disease protection, (2) soil and watershed projects, (3) range management, (4) forest management, and (5) recreation.

The present transportation system available to manage these resources consists of some 50,000 miles of road, of which at least 90 percent is inadequate and in need of reconstruction.

The committee authorizations of \$4 million for fiscal 1968 and \$6 million for fiscal 1969 are based on an analysis of need and capability of developing an orderly road construction program. The Bureau of Land Management of the Department of the Interior, which has administrative responsibility for most of the land in this category, has already developed a comprehensive transportation plan. This plan consists of an inventory of existing roads and an estimate of planned transportation facilities necessary for the development, protection, administration and utilization of lands and resources in the public domain.

INDIAN RESERVATION ROADS AND BRIDGES,
SECTION 5

The committee has increased the recommended authorization for Indian reservation roads and bridges from \$18 million in fiscal 1968 to \$20 million for that year, in order to provide construction funds for a Navajo Reservation road from Crystal, N. Mex., to Sheep Springs, which is a distance of approximately 20 miles. The cost of improving the road to State highway standards would be approximately \$2 million.

The proposed facility would serve one of the newest and largest lumber mills in the world, would improve transportation for the marketing of forest products in the Shiprock and Farmington areas and also in the cities of Colorado, and would furnish needed access to outstanding recreational sites along the crest of the Chuska Mountains.

The Department of the Interior acknowledges the economic justification of the proposed road, but because of other project commitments, the Department has not been able to program construction of this project earlier than 1971. The committee amendment would allow for programming of immediate construction to serve a long-neglected area and its people.

With reference to the total authorizations for public domain roads, Mr. President, I would summarize the committee's actions by saying that this is the most progressive step that the Public Works Committee has taken in the field of public lands resource development in the 8 years that I have served on this committee. And I commend all the members of the committee for their construc-

tive and nonpartisan approach to this important aspect of natural resources development.

I wish to say that limiting the interstate authorization in this bill—as the Senator from Kentucky [Mr. COOPER] will bring out, I am sure—to only the 2 years, 1968 and 1969, does not indicate that there is any lessening of our commitment to the completion of the Interstate System. On the contrary, the Committee on Public Works has withheld authorizations for the years following fiscal 1969, because we know that the authorizations, based on the 1965 cost estimates, are inadequate. Your Public Works Committee knows, from the testimony that was given, that additional costs will be involved. We have, therefore, directed the Secretary to include in the 1968 estimate all known and anticipated increased cost factors, so that in that year, Congress can authorize appropriations for completing this vital Interstate System on the basis of more accurate and definitive knowledge than we now have.

Therefore, Mr. President, the States can continue their planning beyond 1968 with the confidence that Congress will maintain its commitment to our vital Federal-aid highway program.

The committee conducted extensive hearings and considered at great length the problem of the cost of completing the Interstate System and the insufficient revenues under existing legislation. In this regard, the committee report declares that—

On three successive occasions since 1961 the administration has recommended revenue measures to augment the trust fund. And in each instance the Congress has withheld action. Others may speculate regarding the reasons for this impasse, but as a practical matter affecting the major civil works construction program in the Nation, this committee urges the administration to reappraise its assumptions regarding interstate financing and recommend to the next Congress a realistic revenue measure which will solicit congressional approval.

Finally, with respect to the 1968 cost estimate of completion, the committee directs the Secretary to consider in his estimate all known and anticipated cost increases heretofore discussed by the committee under the heading of "Additional Cost Factors." The 1965 estimate should include, but not be limited to, extrapolation of the average increase in unit prices of construction and materials; appreciation of land values, particularly in urban areas; increases due to new design features; possible increases in relocation costs for displaced persons and businesses; increases generated by the need to serve additional social, cultural, esthetic, historic, and recreational values, particularly in urban areas; and increases required by implementation of the Highway Beautification Act of 1965 and pending highway safety legislation, as well as the programs authorized or anticipated by studies which are authorized in S. 3155.

Mr. President, I commend to the attention of Senators the entire committee report, which presents a detailed and factual discussion of our Federal-aid highway program. For the particular attention of individual Senators, I would note that pages 20 and 21 present the approximate apportionments to be made to each of the States for fiscal 1968 and

1969 under the provisions of the pending bill.

Finally, I wish to commend all the members of the Committee on Public Works and the members of the Subcommittee on Roads for their application and their sincere, thorough, and searching discussion of the problems involved in the continuation of our Federal highway system and the improvement of the administration of this vital program.

Mr. COOPER. Mr. President, I rise to support the pending bill, which has been reported unanimously by the Committees on Public Works. I commend the chairman of our committee, the distinguished Senator from West Virginia, Senator RANDOLPH, for conducting, as he always does, very thorough and extensive hearings on this important legislation covering 7 days from May 11 to 26.

There are more dramatic pieces of legislation which come before the Senate, but this is an important bill. It assures the continuation of one of the oldest programs of our Federal Government—a program to provide assistance to our States in the construction of highways—the ABC system which includes primary, secondary and urban highways—and during the last 10 years, the Interstate System. In the case of the Interstate System the Federal Government provides 90 percent of the cost, and in the case of the primary, secondary, and urban roads—50 percent of the cost.

The bill carries a large authorization—one of the largest which comes before Congress—of about \$9.5 billion for fiscal years 1968 and 1969. As we know, Congress has already provided funds for the years 1966 and 1967.

I wish to comment briefly on the main provisions of the bill and at the same time to set forth my reservations concerning several aspects of this legislation.

INTERSTATE SYSTEM

Section 2 of the committee bill authorizes \$3.3 billion for the Interstate System for fiscal 1968, representing an increase of \$300 million above the present authorization, and \$3.6 billion for fiscal 1969, representing an increase of \$600 million over existing legislation due to the necessity of meeting the increased cost of construction. Both increases were requested by the administration.

These increases are based on the 1965 Interstate Cost Estimate contained in House Document 42 of the 89th Congress which indicated that the Federal share of the cost of completing the Interstate System would be \$42 billion, an increase of \$5 billion over the 1961 estimate. However, the 1965 cost estimate was based on 1963 prices and does not include costs for future increases in price levels and increases due to design changes.

The committee has received estimates that the increased cost of these two factors—bid prices and design changes—may require an additional \$4 billion to complete the Interstate System on schedule. In view of the present inflation the committee has authorized appropriations only for fiscal 1968 and 1969 and has instructed the Secretary to include in the 1968 cost estimate, which he is required to make under existing legislation, all of

the projections for these foreseeable increases through to the scheduled completion date of the Interstate System. I supported the committee amendment to limit the authorization to 2 years.

THE A-B-C SYSTEM

The committee has authorized \$1 billion for the Federal share of the A-B-C system for fiscal 1968 and \$1 billion for fiscal 1969, representing no change in the amounts authorized for fiscal 1966 and fiscal 1967. A breakdown of these amounts is as follows:

	[in millions]	
	1968	1969
Primary roads.....	\$450	Same
Secondary roads.....	300	Same
Urban	250	Same
Total.....	1,000	Same

OTHER FEDERAL AID HIGHWAY PROGRAMS

In addition to the Interstate and ABC systems the committee made the following authorizations:

For forest highways: \$33 million for each of fiscal 1968 and 1969; for public lands highways, \$20 million for 1968 and \$25 million for 1969, an increase over the administration request of \$7 million for 1968 and \$7 million for 1969; for forest development roads and trails, \$170 million for 1968 and \$170 million for 1969, representing a substantial increase over the administration recommendation of \$85 million for 1968 and \$110 million for 1969; for public lands highways, the committee went beyond the administration's request and authorized \$20 million for 1968 and \$25 million for 1969; for public lands development roads and trails, \$4 million for 1968 and \$6 million for 1969, doubling the administration's request; for park roads and trails, \$25 million for 1968 and \$30 million for 1969, which amounts were requested by the administration and represent a slight increase over the authorizations for 1966 and 1967; for parkways, \$9 million for 1968 and \$11 million for 1969, as compared with \$11 million for each of 1966 and 1967; for Indian reservation roads and bridges, \$20 million for 1968 and \$23 million for 1969, as compared with \$18 million for each of the fiscal years 1966 and 1967.

I raised questions in committee concerning the committee's amendment to increase authorizations for forest development roads and trails beyond the amounts requested by the administration. These increases beyond the administration's request amount to \$85 million for 1968 and \$60 million for 1969. I did so not because development roads are not needed, but in view of the Vietnam situation and the inflationary condition that we find the country in today, I opposed the amendment. I feel that expenditures of this nature should be kept to a minimum. I urge the Appropriations Committee in considering the appropriation of funds for these programs to take these factors into account.

HIGHWAY BEAUTIFICATION

In the original version of S. 3155 the administration proposed to amend the Highway Beautification Act of 1965 by removing the prohibition against the use of the highway trust funds during fiscal year 1967 to finance the highway

beautification program and provided that beginning with fiscal year 1967 this program be financed through the Trust Fund. It has been my position that the cost of the highway beautification programs relating to the control of outdoor advertising, screening of junk yards, and landscaping should be financed out of the highway trust fund, at least during this time of heavy war expenditures. However, since the Highway Beautification Act of 1965 requires the Secretary to report to the Congress in January 1967, and to submit an estimate of the costs of the present and projected highway beautification programs and since minimum funds will be expended in this fiscal year, it was the view of the committee, and a view which I supported, that authorization for the Highway Beautification Act be taken up as a separate matter next year after the committee has had an opportunity to study the cost estimate of the program by the Secretary.

HIGHWAY TRUST FUND

It is important to remember that the Federal cost of the Interstate System, and the regular Federal-aid system is not a charge on general appropriations and that it is financed from the highway trust fund on a pay-as-you-go basis—a principle which I strongly support. It is quite apparent that there will not be sufficient revenues in the highway trust fund to complete the Interstate System on schedule in 1971. As pointed out in the committee report at page 17:

The authorization for the fiscal year 1968 and succeeding years through 1972 as proposed by the Administration in the original version of S. 3155 are known to be insufficient to complete the program on schedule.

This insufficiency is further complicated by the known fact of cost increases above the 1965 estimate resulting from inflation and design changes may amount to \$4 billion. The testimony of representatives of the American Association of State Highway Officials estimated that without a tax increase producing additional revenues for the highway trust fund and without charging the costs of the beautification program to the trust fund that it would take until 1975-76 to complete the Interstate System. The administration estimate would require an 18-month to 2-year stretch-out. Although I do not favor the principle of charging additional programs to the highway trust fund, I have urged that the administration consider stretching out the completion date of the Interstate System in this special case because of the increase in the national budget resulting from the Vietnam war and the serious inflation that threatens us today. Also I wish to avoid the levying of additional taxes on highway users. Another cost estimate of the Interstate System will be provided in 1968, and the Congress must make its decision at that time.

USE OF CONSULTANTS BY STATE HIGHWAY DEPARTMENTS

Section 9 of the bill was added by the committee and authorizes States to engage to the extent necessary the services of private engineering firms. Under existing legislation, it is not absolutely

clear that State highway departments may retain the services of consulting engineers. The committee amendment would clarify section 302 of title 23 of the United States Code to this extent. I have received communications from the Kentucky State Highway Department and other officials pointing out the advantage to the State highway departments of being able to retain the services of highly professional people on a consultant basis in specialized work when the State highway department would not have sufficient funds to employ such specialized personnel on a full-time basis. I am very happy to support this amendment.

RELOCATION ASSISTANCE STUDY

I wish to note that section 10 of the bill authorizes and directs the Secretary of Commerce to make, in cooperation with the Secretary of Housing and Urban Development, the State highway department and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, churches, and other nonprofit organizations, to be displaced by construction of projects on any of the Federal-aid highway systems.

In many situations that have come to my attention, I did not feel that the individuals, business concerns, and nonprofit organizations required to relocate because of highway construction, received adequate compensation or assistance in finding suitable new quarters. I supported this amendment in the committee, and I am looking forward to the report of the study and investigation by the Secretary, which is due to be submitted to the Congress by January 10, 1967.

THE FEDERAL AID HIGHWAY PROGRAMS AND KENTUCKY

I am pleased to note that Kentucky will receive a total of \$84,217,000 for 1968—a \$9,472,000 increase over its 1967 apportionment and a total of \$90,393,000 for fiscal 1969. The breakdown is as follows:

For 1968: \$67,395,000 for the interstate program; \$7,479,000 for primary roads; \$6,307,000 for secondary roads; and \$2,496,000 for urban streets.

For 1969: \$74,111,000 for the interstate program; \$7,479,000 for primary roads; \$6,307,000 for secondary roads; and \$2,469,000 for urban roads and streets.

The Federal-aid highway program is of nationwide interest, affecting and improving, as it does, every State and segment of our economy—industry and agriculture.

I am glad to serve on the Senate Committee on Public Works, which has submitted this bill to the Senate, and to have had a part in its development.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment in the nature of a substitute.

The committee amendment was agreed to.

The PRESIDING OFFICER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

Mr. METCALF. Mr. President, I want to congratulate the Senator from West Virginia [Mr. RANDOLPH], chairman of the Committee on Public Works, and his committee colleagues on the excellence of this bill to authorize highway programs for fiscal years 1968 and 1969.

I am particularly pleased that the committee has shown full recognition of the need to develop the vast federally managed forests, parks, public lands, and Indian lands in our States.

For the first time in memory the authorization for national forest roads and trails, is at an adequate level.

In Montana, vast areas in the national forests have not been opened up by access roads. This has had a serious impact on the growth of our timber industries. There is also a threat to the stability of existing timber industries if access roads are not provided. Many of these industries are small in size and are unable to finance road construction, which is very costly and of high risk in the rugged mountain areas where most of our national forest timber is located.

The timber industry in Montana is an important part of its economy. It is largely dependent on national forest timber. Last year, national forest timber cut exceeded \$6 million in value. Timber purchasers built roads valued at \$5 million. If these roads had been built in advance by the Government, the returns to the Treasury would have been increased by the cost of purchase road construction. They would also be increased by higher bids due to lesser risk and more competition.

Some years ago, many of us in Congress with an interest in developing fully our national forests, prevailed on the Eisenhower administration to present a program for action. The late Senator James E. Murray of Montana was one of the leaders in this effort. Later, this program was revised and a short-range, 10-year program was presented to the Congress by President Kennedy. This program contained provisions for access road construction as well as for other needed forestry operations—timber sale preparation, recreational development, and range improvement were also included. The rest of this program has proceeded substantially on schedule but access roads have lagged.

The committee's action closes the gap by providing \$340 million over the 1968-69 fiscal period.

The funds will act on the West like Henry Ford described his joy with wood-cutting. He used to say the wood you cut warms you twice, once when you cut it, once when you burn it.

These funds will have a double—even a triple effect. They will open the forests to wise multiple use. The roads will help business. These roads will strengthen hard-pressed local governments already burdened by the costs of servicing local roads and schools.

Likewise the increase in public land development roads and trails to \$10 million for the next 2 years and the increase in public land highways to \$45

million for 1968 and 1969 will serve the same good causes.

These authorizations plus those for park roads and Indian roads will advance the opportunity for early completion of roads into the new Bighorn National Recreation Area near Billings where majestic Yellowtail Dam is creating a magnificent lake, and assist in other needed road development throughout the West.

These natural resource roads serve rural and urban America alike. These are national roads. They bring the products of farm, ranch, forest and mine to the consumer, while opening the spectacular beauty of our forest and rangeland to the recreation-seeking city dweller.

I am particularly pleased to note that the committee rejected the proposal to finance forest highways and public land highways out of the trust fund. These roads serve the forests and public lands. They are not like the conventional Federal-aid roads. Back in 1958 this proposal was made and rejected. In 1960 and in 1962 and again in 1964 it was made and rejected. Four times now the Congress has rejected this notion.

It seems to me that the idea should finally get across in the Bureau of the Budget that this recommendation is without merit.

The committee is to be congratulated also on its action to minimize soil erosion and to preserve park land beauty in road construction. Roads can be constructed to save soil and beauty. Much has been done by the roadbuilders and State highway departments. These amendments will improve the rate of progress.

Again my sincere congratulations to the chairman [Mr. RANDOLPH] and to all the members of the committee for bringing before us one of the most progressive highway bills we have ever had.

Mr. RANDOLPH. Mr. President, will the Senator yield?

Mr. METCALF. I yield.

Mr. RANDOLPH. Mr. President, I wish the RECORD to reflect that, although the Senator from Montana is not now a member of the Committee on Public Works, he has been of genuine value to the committee members in the consideration of this program for highways and road construction.

We appreciate his counsel and are always helped by it.

All members of the committee are grateful for the remarks the Senator made today during the consideration of this legislation.

Mr. METCALF. Mr. President, I thank the chairman for his remarks and I thank him for his courtesy in permitting me to work with the committee.

Mr. COOPER. Mr. President, S. 3155, which we are considering today, makes no changes or additions to the Interstate Highway System. This bill is confined to providing the necessary authorization for funds for the existing system.

Many Senators have been interested in proposals to add mileage to the Interstate System so that it would serve greater portions of our population. The

junior Senator from Nebraska [Mr. CURTIS] has been especially interested in such a proposal for an addition to the interstate to serve Dakota County, Nebr., and adjacent territory.

I wish to state that the committee is aware of the great interest shown by Mr. CURTIS and others and that while proposals for additions to the interstate are outside the scope of today's bill, that we feel that just as soon as the Interstate System is to be enlarged and extended that these proposals advanced by individual Senators should be given consideration.

S. 3155—PROGRESS IN THE ROAD PROGRAM

Mr. MORSE. Mr. President, the Public Works Committee, and especially its illustrious and diligent chairman, the Senator from West Virginia [Mr. RANDOLPH], deserve special commendation for the excellence of the bill they have reported. It is a progressive bill. It is a comprehensive bill.

Highway safety, economic growth, and national well-being have a close relationship to the adequacy and excellence of our highways. The Roman Empire rose to its position of eminence in its time, because, among other things, it had developed a comprehensive transportation system.

So I want to salute the Senator from West Virginia [Mr. RANDOLPH] for his leadership in meeting national transportation needs. West Virginia and the Nation are well represented by his enlightened chairmanship of the Public Works Committee.

With over 651,000 people in 1960, the greater Portland area ranked 27th in the Nation as an urban center—5th for the west coast. Eugene, Oreg., with over 95,000 people, ranked 161st in the list of the 200 areas with over 50,000 people.

Oregon has made remarkable progress in completing its allocated interstate highways, and it is actively participating in the program initiated in 1965 to beautify roads, control signs, and eliminate junkyards. Oregon has 630 miles open to traffic out of its 730 miles designated under the interstate program, and this is one of the best records for any State in the Nation.

FOREST RESEARCH—AERIAL LOGGING

Because of the interest I have expressed in aerial logging, with the fine support of leading Oregonians such as Glenn Jackson and Faye Stewart, I am particularly pleased over the following comments which appear at page 28 of Report No. 1410 on S. 3155:

Balloon logging has been shown to be technically feasible, but to make the system economically feasible requires studies of various balloon configurations, wind tunnel tests, development of cheaper gas supply systems, means of delcing, and ground handling and transport facilities. The committee is informed that accelerated research could result in making the balloon logging concept of aerial logging operational in about 2 years. The committee therefore urges the Secretary of Agriculture to make funds available for conducting the necessary research and development program.

NATIONAL FORESTS

The 15 million acres of national forest in Oregon, while not the largest acre-

age in any State, do represent the most important unit in terms of both timber productivity and timber production.

They contain over one-half the saw timber in Oregon—some 300 billion board feet—and they produce in excess of 3 billion board feet per year.

This bill, which authorizes \$170 million a year for forest development roads and trails, for the first time brings the authorization level to the point where it ought to be.

Since I first came to the Senate, I have worked for this program. For example, in 1955, when the authorizations were about \$20 million, I urged a 10-year \$50 million per annum program. At that time some in my State objected, but now there is a complete understanding in industry, conservation circles, and county government on the vital need for forest access roads. This year the committee received compelling testimony from these groups.

It gives me a great deal of satisfaction to observe the fruition of the results of our long campaign of education concerning the wisdom of developing access roads into our Federal timber resources. Of course, my colleague from West Virginia, who works so well on the Committee on Labor and Public Welfare, did not have to be educated to understand the great need for roads in the forests. He comes from a natural resource State and he is a conservation-minded Senator. He has long been aware of the importance of timber access roads.

Mr. Kenneth Tollenaar, consultant to the Association of Oregon Counties, made an impressive statement before the committee on this topic. I ask unanimous consent that Mr. Tollenaar's statement be included in the RECORD at the close of my remarks.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 1.)

PUBLIC LAND DEVELOPMENT—ROADS AND TRAILS

Mr. MORSE. Mr. President, to my good friend from West Virginia [Mr. RANDOLPH], to Mr. Richard Royce of the Public Works Committee staff and to the other fine members of the committee's staff, I express appreciation for adopting the recommendation of the Senators from Montana and Oregon on public land development roads and trails. The authorization of \$4 million in 1968 and \$6 million in 1969 is modest, but it is realistic. The public lands are mainly grasslands, but they also include substantial areas of forest. Such areas as the Deschutes River Canyon in Oregon offer some of the Nation's finest recreation and fishing. This authorization will serve to develop the public lands so that grazing, mining, lumbering and recreation can be advanced on a multiple use basis. On this subject, I ask unanimous consent that there be placed in the RECORD, at the close of my remarks, a speech by Malheur County Judge Ellis White before the National Association of Counties, entitled "The Public Land Development Road and Trail Program."

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 2.)

NATIONAL FOREST ACCESS POLICIES

Mr. MORSE. Mr. President, this is an opportune occasion to include a progress report on access to the national forests, prepared at my request by the Forest Service. I ask unanimous consent that a Forest Service letter dated July 15, containing this information, also be included in the RECORD at the close of my remarks.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 3.)

Mr. MORSE. Mr. President, prior to February 1962, the Forest Service had two means of solving access problems in the Western National Forests that were created originally from the public domain. It could, if the intermingled landowners agreed, enter what is called a cost-sharing cooperative agreement or it could condemn a roadway across the private land.

Up to that time, the Forest Service had erroneously proceeded on the basis that when a timber firm wanted access across a national forest, it had to grant that access even if the timber firm would not give the Forest Service access or enter into a road-use and share-cost agreement.

This was an unsatisfactory situation. Despite the fact that a segment of the timber industry seemed to like the situation, I concluded it needed correcting. Therefore, I discussed the matter both with the late President Kennedy and his Attorney General, ROBERT KENNEDY, who is now the distinguished Senator from New York.

The result was a complete review by Attorney General Kennedy and his assistants, Mr. Byron White, now a Justice of the Supreme Court, of the United States, and Mr. Nicholas deB. Katzenbach, now Attorney General of the United States. A decision, based on the review, was issued February 1, 1962, by the Attorney General.

They concluded that the Secretary of Agriculture and the Forest Service had the right to condition roadbuilding across the national forests by timber companies to, among other things, secure the access needed to the public forests.

That decision brought heated attacks upon the Senator from Oregon and Attorney General Kennedy, but the passage of time proved that we were right. Four years have elapsed and this policy has been tested in practice. A report on its effectiveness is in order.

Some of the rather emphatic allegations of the time were:

First. "The Forest Service could take over a timber grower's costly road system with no assurance that the timber grower will receive fair value". This has not occurred.

Second. "The Forest Service takes over all control of roads while paying a fractional share of costs." This has not occurred.

Third. "The Forest Service can delay access to the timber grower indefinitely unless he agrees to sacrifice his investment." This has not occurred.

Fourth. "Multiple-use traffic rides

without an assigned cost share." This has not occurred.

Fifth. It was contended that "access to 40 million acres of potential recreation land" was in jeopardy. This has not occurred.

I was criticized by some in the industry for citing the fact that 55 billion board feet of national forest timber was without access. I note that in this period access has been secured to about this amount of national forest timber.

It has been an effective policy. It has been applied in a reasonable manner. It has not produced chaos. In fact, almost 78 billion board feet of timber, an amount equal to 6 years production from the national forests was covered in 208 agreements entered into as of June 30, 1965. Last year 40 more agreements were negotiated.

In 1964, when S. 1147 was on its way to becoming Public Law 88-657, some in the industry endeavored to overturn this wise policy. With the understanding and help of my two colleagues, Senators RANDOLPH and METCALF, who served on the Roads Subcommittee, this did not occur.

It is significant that the Forest Service elected not to apply all of the authority the Attorney General said it had. The Forest Service decided not to condition the grant of a right-of-way upon a reciprocal grant, even though it could do so, but rather elected to use what it calls a system of incentives.

My view has always been that this decision on how much of the authority to apply is a question of executive policy. I did not propose then to urge its use, but I did want it made clear that it is a proper and legal policy that could be used if the facts should warrant.

The Forest Service has pursued a course of giving easements and cost sharing to cooperators but only permits and no-cost sharing to noncooperators.

I am aware that in the course of the hearings on S. 3155 witnesses from the Weyerhaeuser and other companies endeavored to make a case for compensation for roads built previously under permits which did not give the Government the right to full use of the road.

While I think this matter does deserve some further study, it was this very problem these firms created, under which they built roads the Government could not use, that led to the need to review the policy in 1962.

On this point, if some in the industry think they have a meritorious case and will present the facts to me, I can assure them they will receive my careful attention.

The progress that has grown out of the policies we were instrumental in having developed in 1962, certainly was not forecast by its opponents. Now, I give them full credit, these critics of the past recognize that their prophecies of chaos were wrong. And I can assure them that if those policies had proven unsound in practice, the senior Senator from Oregon would not have hesitated to have them corrected.

I think that in addition to the Senator from West Virginia [Mr. RANDOLPH], the

Senator from Montana [Mr. METCALF], my colleagues from Washington [Mr. MAGNUSON and Mr. JACKSON], who worked on this question of access, a great deal of credit is also due the Senator from New York [Mr. KENNEDY], who as Attorney General acted as the catalyst in the executive branch to assure better public access to the public forests.

So today, in addition to a proper authorization for national forest roads we have other legislative and policy changes in operation which, taken together, have produced conservation progress on the 180 million acres of national forest. This bill, with its authorization for national forest development roads and trails brings the funds to the level required for conservation purposes for the first time in the history of the national forests. The Senator from West Virginia, his colleagues and the chairman and members of the House Public Works Committee deserve the warmest appreciation from conservationists, lumbermen and county government officials.

EXHIBIT 1

STATEMENT OF KENNETH C. TOLLENAAR, FORMER EXECUTIVE SECRETARY, ASSOCIATION OF OREGON COUNTIES

Mr. TOLLENAAR. Mr. Chairman, my name is Ken Tollenaar, and I am serving as a consultant to the Association of Oregon Counties on certain Federal-aid road programs. I was formerly employed as executive secretary of that association.

My permanent position at the present time is research associate, Bureau of Municipal Research and Service, University of Oregon, Eugene, Oreg.

National forest development roads and trails are financed from three main sources: authorizations under the biennial Federal-Aid Highway Act; allocation of 10 percent of national forest receipts under the act of March 4, 1913; and deductions from national forest receipts due to agreements between the Forest Service and timber purchasers which call for the purchasers to build the timber access roads. These deductions reduce the price purchasers pay for the timber so as to reimburse them for their costs.

There are some significant relationships between these sources. In particular, when authorizations and appropriations under the Highway Act and the 10-percent fund fall short of the urgent needs, there is a tendency to rely more heavily on purchaser construction to fill the gap.

For example, during the period from 1951 to 1963 appropriations available for the system were hopelessly inadequate to meet the demand, so purchaser construction increased during this time by 294.8 percent while appropriations increased only 185.7 percent.

Although the situation was somewhat improved by the substantial increases voted in 1962, purchaser construction from 1963 to 1966 has been \$95 million more than planned levels, while authorizations for the appropriated fund portion of the program have been almost \$190 million less than the long-range program called for.

Reliance on purchaser construction to meet national forest goals has many adverse effects for the Forest Service, the timber operators, the local counties and school districts, and the general public.

To the extent that the Forest Service must rely on purchasers funds, its road program becomes unbalanced because the roads must be built in areas where timber is to be sold, and consequently other areas are left without access for recreation, watershed, fire control, salvage, and silvicultural purposes.

Vast recreation resources that could be opened up to meet rapidly rising public de-

mands are locked up for lack of access. Potential losses from fire, insects, and disease in these areas without access stagger the imagination.

Another disadvantage for the Forest Service in the purchaser method of financing is the difficulty of getting permanent, maximum-economy roads built under this method. The basic difficulty is that purchaser roads must be built under the "prudent operator" concept, which means that the purchaser can be required to finance only that standard of road that a prudent operator would build to remove the timber from the particular sale area.

Usually, this means rough, single-lane roads and temporary bridges. Furthermore, timber purchasers are interested in cutting timber, not in building roads, and this makes it difficult to enlist their cooperation in adhering to Forest Service standards and requirements.

The Forest Service now has authority to require purchasers to use supplementary appropriated funds for the purpose of building higher standard roads, but this program is complex and generally unpopular with timber purchasers.

Purchaser road construction requirements have proven especially burdensome for small operators. Despite recent changes in the Forest Service timber sale contract, which permit a rapid writeoff of road costs against stumpage payments, purchasers must still put up extra capital before they begin removing timber to finance road construction costs. There are other operating difficulties in meeting the road requirements, and in general the small operators would much prefer that the Forest Service build all necessary main-line access roads from appropriated funds.

The purchaser would still pay the portion of the road cost chargeable to his sale, but he would pay it in the form of increased stumpage payments, and would therefore pay as the timber is removed and sold.

These difficulties for the small purchaser tend to restrict competition for certain national forest timber sales, especially those in the more remote areas which are now being marketed as old growth timber is removed from the more accessible areas.

Larger sales must be put up to justify the greater road costs. A recent study of Government timber sales by Economist Walter Mead has confirmed that roadbuilding requirements do tend to restrict competition and may be a factor in producing de facto collusion in Government timber sales.

Without vigorous competition for its timber sales, the Government (including the counties) receives less money for its timber, and the economy suffers through increasing concentration of firms in the timber and wood products industries.

In addition to disadvantages for the Forest Service and timber purchasers, we believe that extensive reliance on purchaser construction jeopardizes the public interest because there is inadequate control of costs and practices in the construction of what is essentially a public road system. Almost all purchaser roads are built by the purchasers themselves, with their own forces and equipment, there being no requirement for competitive bidding on the road project itself.

The professional and technical competence of professional road contractors is thus lost to the Government through this method. Purchasers are building over \$70.5 million of national forest roads in the current fiscal year, and a sizable proportion of this amount will go for permanent, main-line roads of the kind which in other Government programs would be subject to laws requiring formal bids and contracts.

Finally, local counties and school districts suffer from purchaser construction because the total national forest receipts against

which their 25 percent payments are calculated are reduced by the amount necessary to finance purchaser construction. In 1966, these local governments are losing some \$17.6 million due to this program.

The Forest Service recently completed a study which estimates the amount of property taxes which would be paid if the national forests were privately owned, and compares this amount with (1) the actual 25 percent payments and, (2) the value of Forest Service "contributions in kind," that is, Government services and facilities which would be provided on such lands by State and local governments if the land were privately owned.

One basic finding was that payments plus contributions in kind increased only 80 percent from 1952 to 1962, as compared to a 126-percent increase in the estimated taxes which the same land would pay, if it were privately owned. Stumpage deductions allowed to finance purchaser road costs accounts for a substantial part of the difference between these two figures.

Mr. Chairman, the National Association of Counties urges that even if it is found necessary to postpone badly needed improvements in the national forest road system, due to overall economic considerations at this time, authorizations for national forest development roads and trails should be increased substantially over the levels proposed in S. 3155, and that these increases be used to accomplish a major shift in the method of financing these roads from purchaser construction to construction by the Federal Government through the use of appropriated funds.

This would not increase the total road program, and would therefore not be inflationary. Moreover, we believe it can be done with no net cost to the Government and with an excellent prospect of actually increasing the net return to the Treasury. Federal stumpage receipts would increase in direct proportion to the increase in the appropriated road program.

It is true that part of this increase would be shared with local governments but we believe that the long-range benefits to national forest management and the increased competition for Forest Service timber which such a shift would produce would more than make up this difference.

Turing to another section of the bill, the National Association of Counties supports an increase this year in the public lands development roads and trails authorization under section 5, paragraph (5). The road system financed under this section of the bill is entirely within what is often referred to as the "unreserved, unappropriated public domain." These Federal lands comprise some 168 million acres, most of it in the 11 Western States.

The public domain lands have, we believe, been the neglected step-child of the entire Federal land resource. Uncertainty as to the final disposition of these lands, and the lack of an affirmative program for their management, have been mainly responsible for this situation.

Today, however, it is becoming widely recognized that the bulk of these lands is not going to pass from Federal ownership. At the same time, with the advent of new, mass recreation activities and other economic changes affecting these lands, there is also a greater recognition of their value as natural resources.

In 1964 the Congress passed significant legislation, including the Classification and Multiple Use Act, which gives official recognition to these values and to the need for an improved management program for the public domain.

As is the case with the national forests, the key to an effective management program for the public domain is an adequate road system. The Bureau of Land Management

estimates that eventually some 80,000 miles of roads will be needed to provide access to these resources.

The Bureau now has in its road inventory some 45,000 miles of roads and trails of all types, including fire trails and roadways that are so primitive that they are usable for only a few months each year. Substantially more than half of this present mileage must be reconstructed to meet existing and projected needs.

Actually, more access is now being provided to these lands than is indicated by these figures—but it is being provided mainly by the county governments of the Western States, and it is being financed primarily by local property taxes and local highway user taxes.

Counties receive virtually no money from shared revenues or payments in lieu of taxes on behalf of the public domain. Federal grazing receipts which are shared with the States are earmarked for range improvements, not roads, and only minor amounts are received from public land sales.

At the present level of authorization—\$2 million—the Bureau of Land Management cannot even begin to scratch the surface of its roadbuilding needs, and it must leave most of the maintenance of its existing roads up to the counties.

In Oregon, for example, the BLM claims an inventory of about 2,500 miles of roads of all kinds on its 13.5 million acres of public domain. Of this total, it maintains only about 300 miles. There are roads in my State which are used more extensively by the BLM's own administrative vehicles than by any other class of user, but which are maintained by the local county government.

Mr. Chairman, the National Association of Counties urges that the Congress make a beginning toward an adequate road network for the public domain by authorizing \$7 million for each of the fiscal years covered by S. 3155, in lieu of the levels proposed in the bill of \$2 million for 1968 and \$3 million for 1969.

This action would permit the BLM to make a start on implementing its long-range plans for these lands, and would ultimately, we hope, relieve county governments of part of the burden they are now bearing in constructing and maintaining the road system for these federally owned lands.

Thank you very much for this opportunity to express our views.

I would like to comment on two points, one of which was brought up yesterday during the hearings, when Senator Moss inquired about the effect of eliminating class 3 forest highways from participation in the forest highways system, and at that time, Chief Cliff of the Forest Service, who was testifying, indicated that there are three alternatives for financing those roads, which comprise some 3,000 miles.

One alternative would be for the counties simply to take over and finance those roads as part of their own systems, which means that the financing would have to come from property taxes, locally levied, and from local highway user taxes.

The second alternative would be to include the same roads, with the consent of the States involved, as part of the Federal-aid secondary system.

The effect on financing in that case would be to reduce, in effect, the Federal participation in the financing from 100 percent under the forest highway system down to approximately 60 percent or more in some States, because of the unreserved public-domain provision.

The third alternative would, of course, be to simply dump the same roads over into the national forest development road system, which is provided for by this bill. Again this would mean 100 percent Federal financing, but it would water down an appropriation

and a program which is already much too thin.

I just wanted to comment on that, and indicate that the National Association of Counties is objecting to elimination of those county roads from the forest highway system.

I might add that in the State of Oregon, where I happen to live, this would not prove to be any problem, because we only have some 35 miles of class 3 roads in the State, but there are several States where this mileage is substantial. There are four States where the mileage is more than 200 miles.

The States are California, Colorado, Montana, and Utah.

The other point which is covered in my remarks has to do with another section of the Federal-Aid Highway Act which I believe has received very little attention, and that has to do with the public lands development roads and trails, under section 5, paragraph 5 in the bill.

This program was, I believe, initiated some 6 years ago, and has been given annual authorization figures of between \$2 and \$4 million, but this amount has been completely inadequate in relationship to the need to provide an access road system on the public domain.

There are 168 million acres of public-domain land, primarily in the 11 Western States. There are additional hundreds of millions of acres of public-domain land in Alaska. There are management possibilities for this land, which are largely unrealized, because of the absence of an adequate access roads system.

Congress has recognized and given impetus to management plans for these lands by passing the Classification and Multiple-Use Act in 1964, and this act is now being implemented, but the end result will come to very little, unless an adequate access road system is provided for the public-domain lands.

There are recreation pressures today on those lands, with substantial recreation utilization, over and above the ability of the road system to handle it. We have people running around on the public domain in jeeps and other power vehicles, and probably making it all right, but for the ordinary passenger car to try to traverse the majority of the so-called public land development roads is almost an impossibility, year round, and is definitely an impossibility during many months of the year.

There are rockhounds and campers and plain sightseers, and hunters and fishermen, and various other categories of recreationists attempting to use the public domain.

The Bureau of Land Management has some long-range plans for development of an adequate road system for these lands, but it has had little or no money to implement these plans.

In my State, and I do not have similar figures for other States, but in my State, the BLM claims a road inventory of about 2,500 miles.

However, they are only maintaining about 300 miles, so their total inventory, and some of our county officials question whether they are even maintaining 300 miles.

The problem is not lack of good intention, it is a lack of money. What is happening is that the county governments are actually filling this gap to some extent by providing, from their own funds, money to construct and maintain access roads in these areas which are 100 percent federally owned.

They, I might add, are receiving little or no money in lieu of taxes on behalf of the public-domain lands. There is only one real revenue-sharing formula. That one provides for 5 percent of the proceeds of sales of public land and their products to be directed to counties, but it results in a very minute sum of money which does not begin to cover the counties' actual road costs on those lands.

For these reasons, Mr. Chairman, the National Association of Counties is suggesting that the figure in S. 3155 of \$2 million for 1968 and \$3 million for 1969 be increased to \$7 million per year, for both years, in order that the Bureau of Land Management can begin to undertake a program of developing access roads for these lands.

That concludes my testimony, Mr. Chairman.

EXHIBIT 2

THE PUBLIC LAND DEVELOPMENT ROAD AND TRAIL PROGRAM

(A speech by Judge Ellis White, Malheur County, Oreg., before the national meeting of the National Association of Counties, New Orleans, La., July 17-20, 1966)

The program has for its purpose the planning, building, and maintaining of an adequate system of roads on 168 million acres of public lands in the 11 western states. These lands, commonly referred to as "Public Domain," are that part of the original public lands in the United States still in Federal Government ownership which has not been set aside, reserved, nor appropriated for use as National Forest, Wildlife Refuge, National Park, or any other specific use—lands under exclusive management of the Bureau of Land Management, an agency of the Department of the Interior.

There is agreement by the B.L.M., State, County Government Officials, resource users, and the recreation minded public that: "An adequate system of roads is the essential key to development and beneficial use of public land under the concept of Multiple Use."

It is likewise agreed that there is not an adequate system of roads to properly manage and use our public lands; and further agreement that authorizations of funds by Congress to date have not been sufficient to meet present accumulated needs not to initiate a realistic "Public Land Development Road and Trail Program."

Historically, part of the public lands came into federal ownership through the Louisiana Purchase in 1803, the Texas and Gadsden Purchases in 1850 and 1853, the Cession Settlements in 1848, the Alaska Purchase in 1867, all at an average cost of four cents per acre. The lands in Oregon, Washington, Idaho, and Western Montana were acquired without cost or purchase through the Oregon Compromise of 1846.

At various times in the history of the United States, the Federal Government has held title to about four-fifths of the nation's gross area. Today governmental agencies administer about one-third of our nation's land's. The B.L.M. has exclusive responsibility for 464 million acres—more than one-half being in Alaska and the remaining public lands in 26 states, of which 168 million acres are in the 11 western states and small acreages are in the midwest and south.

Until the Taylor Grazing Act of 1934, there was no management of public lands. In fact, these lands were regarded as having little value or potential. Population increase, growth, World War II, and the demand of full development of our resources ushered in a revaluation of public lands and their resources of oil, minerals, timber, grazing, and recreation.

In 1946 the Bureau of Land Management was created as an agency of the Department of Interior to manage and develop this new recognized multi-million dollar natural resource.

Income from public lands in the 10 year period of 1955 to 1965 was \$2,261,501,981. Expenditures in the same period, or re-investments, were \$363,480,278. Income amounted to six times the expenditures. It is interesting to note that about 90% of the income came from the 11 western states. In the years ahead this income will increase with good management.

Technically, these lands may be home-steaded under the Desert Entry, however, the Classification and Multiple Use Act of 1964 makes clear that most of this land will be retained in federal ownership and developed for beneficial use of the nation.

Public lands and their resources have received very little federal investment, including roads. Presently there is not a realistic road inventory on the public lands. Mileage claimed includes mostly sub-standard roads and mere fire trails or 4-wheel drive and Jeep roads.

Prior to 1964 the B.L.M. made request to the budget bureau for two million dollars to be used for new construction or reconstruction of existing roads for the fiscal year of 1964 and four million dollars in 1965 to begin the initial phase of the Public Land Development Road and Trail Program. Projected needs were for eight million dollars in 1966 and fourteen million dollars in 1967. B.L.M. indicated that a level of thirty million dollars would be needed per year thereafter to re-construct substantially more than half of the existing roads, new construction, and maintenance of an adequate road system. In reality, Congress has not authorized the requested funds. The 1966 authorization was two million dollars for approved projects of construction of 136 miles of roads in 11 states—a capital road investment of one and two-tenths cents per acre.

You may be interested as to how individual counties have fared from the present level of appropriations. My County of Malheur, Oregon has a land area larger than the combined states of Connecticut, Delaware, and Rhode Island—78% of which are public lands, including 4,610,279 acres of B.L.M. land. The B.L.M. has to date, completed or under construction, less than 50 miles of graded and drained roads. In comparison, Malheur County has built and maintains about 1,100 miles of roads in the same public lands area. These roads have been financed by user and property taxes, not by federal agencies. The only federal funds available to help finance county roads in the public domain in 1965 were forest reserve rentals and sale of public lands, amounting to \$6,280.95—or about \$5.75 per mile of county built and maintained roads—roads which are actually used more by B.L.M. administrative vehicle travel than any other user. In a recent discussion with the manager of our B.L.M. district, I received information that no money has been approved for public land roads in the counties of Eastern Oregon having more than 13 million acres of public land for the 1967 year.

A study of counties in the 11 western states having substantial percentage of public land areas leads to the conclusion that the situation of Malheur County is not unique, and that there are many counties in which similar situations are present. The Public Land Development Road and Trail Program is the neglected step-child of federal road building.

The neglect of Congress to authorize sufficient funds for the implementation of a program for an adequate system of roads on public land has, in effect, shifted the responsibility for roads from the Federal Government to local county government. Moreover, the local county government does not receive taxes or monies in lieu of taxes on these lands.

It must be pointed out that those of us in county government in the areas of substantial public lands have likewise failed. Too long we have sat in our courthouses with knowledge of the need for roads and, through apathy and acquiescence, tolerated and compounded the situation; whereas, as individuals and collectively, we should have been working through County, State, and National Associations, State B.L.M. Directors, and District Managers in preparing and pre-

sending a factual case to the appropriate congressional and budgetary committees and bureaus so that authorization and budgeting of funds could be carried out to meet the increasing road needs on public lands.

In this endeavor the county officials of the 11 western states will need the approval and support of county officials of the mid-west, eastern, and southern states.

The vast storehouse of natural resources on public lands is the heritage of all Americans, for these lands range from the desert country to the multi-colored canyons, towering buttes, and mountains. The gamut of cover runs from cacti to sage, juniper, and pinon pine to the majestic redwoods and douglas fir of the northwest. Together they offer some of the most sweeping vistas in America. These lands offer recreation unlimited for the camper, hunter, fisherman, sight-seer, and scientist. Truly, they are a warehouse of potential natural resource.

An adequate system of roads is the essential key to access, management, and use as proposed through "The Public Land Development Road and Trail Program", a program worthy of the support of every American to the end that these natural resources of our public lands be maintained and developed for multiple use in our time and preserved as a priceless heritage for future generations.

EXHIBIT 3

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., July 15, 1966.

HON. WAYNE MORSE,
U.S. Senate.

DEAR SENATOR MORSE: You wrote to us on June 13 asking for information on our implementation of the Secretary's policy of reciprocal access on the National Forests. Mr. Greeley acknowledged your letter on June 20 stating that we would prepare a complete reply.

We think that this letter contains the information you asked for. If not please do not hesitate to let us know.

You first asked for a chronological review of the highlights of events leading up to enactment of Public Law 88-657 on October 13, 1964. The enclosed chronological review summarizes important actions taken prior to and since enactment of P.L. 88-657.

You also requested a progress report on the reciprocal access program under the regulations. Progress in the cooperative road construction program has been good. The following tabulation summarizes accomplishments through June 30, 1965:

Number of agreements (including supplements)-----	208
Miles of road constructed-----	2,977
Construction cost-----	\$45,159,181
Timber made accessible (million board feet):	
National forest-----	55,692
Other -----	22,016
Total -----	77,708

About 40 additional agreements have been negotiated in F.Y. 1966 which ended June 30, 1966. The number of new agreements entered into each year will begin to level off and then decrease as more and more of the areas of intermingled National Forest and large industrial forest ownerships are covered by agreements. However, cooperative road mileage will continue to be added to the system in each cooperative area as the Cooperator and the Forest Service agree to construct more roads in each agreement area. A supplement to the agreement is written to cover the details of construction, cost sharing and the exchange of easements. In the future most construction of cooperative roads will be under supplements to existing agreements.

It has been our experience that agreement

supplements providing for extension of cooperative road systems within a cooperative agreement area are relatively easy to negotiate. Final agreement with the National Forest Products Association's (NFPA) Access Roads Subcommittee on a standard form of agreement (see chronological review) should expedite the formation of future agreements covering new areas.

Once a cooperative agreement is entered into and some roads constructed under it, the roads must be maintained. The regulations of the Secretary of Agriculture (36 C.F.R. 212.11(f)) provide that a cooperator will be required to bear only those maintenance costs occasioned by his use. The Forest Service is responsible for assuring that the maintenance attributable to all other use of the cooperative road is performed or paid for. The easements for a cooperative road include the substance of this commitment. It is therefore necessary that arrangements be made between the Cooperator and the Forest Service for getting the maintenance job done and for sharing in the costs. The Forest Service and the NFPA Committee are presently working on this problem. It is expected that a form of agreement and annual plan will be developed for administering the joint maintenance responsibilities for a cooperative road system.

Finally, you asked for a summary of past and present views on National Forest access policy and a judgment of the current public and private position on this access policy.

At one time the Forest Service and the large industrial forest landowners held quite opposing views on the solution to access problems in areas of intermingled private and National Forest lands. The controversy reached its peak following issuance of the Attorney General's Opinion of February 1, 1962, and continued after the Secretary's access regulations were published June 10, 1963. The position of those opposing the policies adopted by the Secretary was set forth in detail during the hearings before the Senate Public Roads Subcommittee on June 11 and July 30, 1963. Support for these policies was voiced by spokesmen for conservation organizations.

Since 1963 and especially since enactment of Public Law 88-657, October 13, 1964, many controversial issues with respect to the access policy have been resolved. A better appreciation of the problem by both the Forest Service and the private landowners has gone far to limit the areas of disagreement. Almost three years experience under the access regulations has allayed much of the concern felt by private landowners. More specifically, several actions have occurred that have especially contributed to the improved situation. These are:

1. Instead of utilizing to the fullest extent the authority to condition the grant of a right-of-way upon a reciprocal grant of rights from the applicant, the access regulations provide incentives for the applicant to cooperate in a joint road that will serve his lands and the National Forest lands.

Section 212.10(a) of the access regulations provides that an applicant who wishes to construct a road across National Forest land but declines to grant access rights across his lands, may nevertheless be granted permission to construct the road. However, he would be granted a permit rather than an easement. The permit would retain in the United States the right to use the road he constructs on the permit. Furthermore, the Government would not help build the road.

You may recall Mr. Hendee's letter dated December 6, 1963, which was in response to your letter of October 10, 1963, to Mr. Cliff. This aspect of the access policy is discussed in considerable detail in that letter. He said: "We believe that the policy expressed in this section, when administered as we intend, will result in getting access across intermingled and adjacent private lands to Na-

tional Forest lands as needed with equity for the private owner and the Government. We also believe the section provides a powerful incentive to the private owner to cooperate with the Forest Service in developing a single road system to serve the intermingled and adjacent private and Federal lands."

We believe our expectations as to the effectiveness of this policy have been confirmed.

2. Enactment of Public Law 88-657 removed a significant barrier to voluntary agreement on development of cooperative roads to serve intermingled Federal and private ownerships. The easements which can be granted by the Government under authority of this law are far more acceptable to the private owners than the rights granted under authority of the Act of March 3, 1899 (30 Stat. 1233, 16 U.S.C. 525), for National Forest lands withdrawn from the public domain, and permits for acquired lands or interests in land. Since the easements are executed by the Regional Forester, who also negotiates the agreements for cooperative road construction, the entire process is simplified and speeded up.

3. Immediately after passage of the easement bill in October 1964, a National Lumber Manufacturers Association (NLMA now NFPA) committee was formed to meet with Forest Service representatives and undertake the task of perfecting the machinery to meet mutual access needs. The committee represented most industrial forest landowners who own lands within or adjacent to National Forests.

The Forest Service prepared a draft of revised regulations which was discussed and further revised at a meeting with the industry committee in January 1965. The resulting draft was discussed with interested individuals and groups including the conservation organizations. You will recall that several of your suggestions for language were adopted at that time. The revised regulations were published April 12, 1965. The industry committee very frankly and clearly explained their position on particular problems and then joined wholeheartedly in the search for acceptable compromise and appropriate language. A great deal of credit is due the industry committee for the prompt issuance of the revised regulations.

4. Development of standard easement forms and a standard form of cooperative road agreement were the next important jobs completed in participation with the industry committee. Agreement on forms of easements to be exchanged in cooperative road undertakings was reached in May 1965. Development of a standard form of cooperative agreement has been completed. We understand that it is acceptable to the committee and that it will be approved shortly.

Standard forms for the easements and agreement which are acceptable to both sides will shorten the time needed to negotiate easement exchanges and cooperative agreements.

5. Forest Service manual instructions for developing cooperative agreements and granting rights-of-way were issued in January 1966 (See Chronology).

6. Assignment of responsibility for bearing the share of construction and maintenance costs attributable to use of the road by persons using the private lands for recreation had been a troublesome issue in negotiating cooperative agreements. The Forest Service has agreed that all non-commercial recreation traffic using a cooperative road is assigned to the Government for cost sharing purposes, regardless of ownership of the land generating the traffic. Traffic resulting from recreational use of the Cooperator's land which is charged for by the owner remains his responsibility. This policy is incorporated in the easement language and stated in Forest Service manual instructions.

A summary of current positions on access policy would not be accurate or complete without mention of aspects of the access problem that are still of concern to some landowners. They were discussed in testimony before the Roads Subcommittees of the Committees of Public Works of the House and Senate in April and May 1966, in connection with the Federal Aid Highway Act of 1966 (H.R. 14359). On April 28, 1966, we wrote to Mr. Kluczynski, Chairman of the House Subcommittee, responding to a series of questions about Forest Service policy on issues raised before his committee at hearings in San Francisco in November 1964. This letter, a copy of which is enclosed, and the Hearings Record for the 1966 Highway Act constitutes the most up-to-date detailed statement of the positions of the Forest Service and the private owners concerned with access to intermingled lands.

It is our judgment that the access policy and procedural questions related to the intermingled landownership pattern in the National Forests have been largely resolved. Reasonable solutions and compromises have been found to eliminate the majority of the issues that divided the Forest Service and private owners. The Attorney General's Opinion, the access regulations, Public Law 88-657, and development of standard easement and cooperative road agreement forms in cooperation with the industry committee have all contributed to the current favorable situation.

We very much appreciate the great contribution you have made toward development of access policy and your continuing interest in a matter which is so important to industry and the public using National Forest resources and to owners of private lands within the National Forests.

Sincerely yours,

CLARE HENDEE,
Deputy Chief.

CHRONOLOGY OF EVENTS REGARDING NATIONAL FOREST ACCESS

EARLY BACKGROUND, 1905-50

It has always been Forest Service policy to obtain cooperation in extending a road and trail system into the National Forests. Settlers, prospectors, miners, lumbermen and stockmen as well as counties were encouraged to assist in this task.

Until the 1940's the demand for timber on the National Forests was not widespread. However, private timber owners were actively building roads and harvesting their timber on lands intermingled with and adjacent to National Forest lands. By 1950 there were many miles of logging roads serving the private lands and constructed in part on National Forest lands. Throughout this period the Department of Agriculture interpreted the Act of June 4, 1897, as assuring all owners of land within National Forest boundaries access across National Forest lands to their property. It could not exact from the landowner any conditions as the price of access except for protection and preservation of Government property. In 1950 this interpretation of the 1897 Act was confirmed in an informal opinion by the Office of the General Counsel (then Solicitor).

1950 The first cooperative road construction and use agreement was entered into between the Forest Service and a private landowner. Subsequently, many such agreements were made. The private owner's rights in segments of the cooperative road on National Forest land were recognized by a special-use permit or Stipulations Governing the Exercise of Ingress and Egress Rights issued by the Forest Service.

1952 The Forest Service adopted a policy which limited timber sales to areas where access was not restricted.

1955 Some members of Congress criticized the variation in methods used to solve access problems by the Forest Service and

the Bureau of Land Management administering the O and C lands in Oregon. Joint hearings on access in the West were held by special subcommittees of the Senate and House. The resulting staff report questioned that corporations were entitled to have access across National Forest lands as a matter of right.

1955-1957 Forest Service representatives explored legislative needs with landowners who were sharing in construction of roads.

1957 First easement-granting and related access legislative proposal sent to Congress by Secretary of Agriculture.

1959 The situation in the Lewis River drainage in the State of Washington where access to seven billion feet of National Forest timber required use of a private road, stimulated action by the Congress. Senator JACKSON, with the help of Senator MAGNUSON and other Northwest Senators, obtained a special appropriation to purchase interests in private roads. The appropriation continued through fiscal year 1963 and has been used to solve many critical and complex access problems through purchase of interests in privately-owned roads that also serve National Forest lands.

1959 Secretary of Agriculture proposed that easement-granting legislation include authority to condition the grant of an easement on reciprocal access grants by the applicant.

1959 The Forest Service met twice with National Lumber Manufacturers Association (NLMA) representatives to consider proposals for access legislation. Industry representatives opposed reciprocity and other features of the legislation.

1960 In May, NLMA opposed the administration bill S. 1797 before the Senate subcommittee on Conservation and Forestry. The bill again failed to pass. Increased interest in National Forest access problems, stimulated by a speech by Senator MORSE, led to a detailed study of situations where lack of access prevented development and use of substantial bodies of National Forest lands and resources. The analysis of major access cases was completed in March 1961.

1961 On April 27, Senator MORSE wrote Secretary Freeman suggesting that questions on interpretation of the June 4, 1897 Act as it affected access across National Forest land be submitted to the Attorney General. On August 2, Secretary Freeman wrote to the Attorney General requesting his opinion on the key questions concerning the 1897 Act.

February 2, 1962 Attorney General Kennedy issued his opinion on ingress-egress. The opinion held that the Act of June 4, 1897, did provide "actual settlers" with a statutory right of access across National Forest lands to reach their property, but this right did not apply to others than "actual settlers". The Attorney General also held that except as to "actual settlers" the Secretary had discretionary authority to condition the grant of a right to use existing roads or to construct new roads on National Forest lands on the grant of a reciprocal right to the United States by the applicant.

March 1962 The Forest Service instructed its field organization to comply, insofar as possible, with the intent of the Attorney General's opinion pending development of regulations and instructions.

May 1962 Arrangements were made with the Department of Interior to utilize the authority of that Department contained in the Act of March 8, 1899, for issuance of permanent easements across National Forest lands reserved from the public domain. These easements were to be granted to applicants who agreed to share in the cost of a road to serve their lands and Government lands and who granted easements to the Government for segments of the road on private lands. The Department of Interior easements substituted for permits or Stipulations Governing Exercise of Ingress and Egress Rights

which had been issued to the private landowner who cooperated in a joint road prior to the Attorney General's opinion.

August 1962 A first draft of proposed access regulations was widely circulated for review.

October 23, 1962 Interim regulations were adopted and issued to permit continued cooperation in building and using joint roads until comprehensive regulations could be issued. These regulations authorized approval of applications for 1899 Act easements in accordance with the arrangements with the Department of Interior.

November 9, 1962 The Forest Service met with NLMA representatives to discuss the proposed comprehensive regulations and the interim cooperative program regulations of October 23, 1962.

January 10, 1963: The Department submitted a new draft of easement-granting legislation to the Congress. The new bill (S. 1147) differed materially from previous proposals. It did not include as part of the easement-granting provision the authority to condition the grant on a reciprocal grant of access by the applicant. The Attorney General had said the Department already had this discretionary authority.

Neither did the draft bill include authority to recover a share of the cost of a Forest Service road from commercial users who had not already shared proportionately in the cost of the road. The Comptroller General had ruled in a series of three Decisions dated December 19, 1960, July 3, 1961, and March 2, 1962, that recovery of a share of road costs is not to be regarded as an exaction of a toll barred under the provisions of 23 U.S.C. 301. Therefore, there was no need for legislation giving this authority to the Department.

March 18, 1963: A redraft of the proposed regulations was circulated together with a notice of a hearing. The redrafted regulations and notice of hearing went to over 100 Members of Congress as well as the industry people, conservation organization and individuals who had received the earlier draft.

April 1963: Assistant Secretary John A. Baker conducted a public hearing on the proposed regulations in Washington, D.C. and another was held in Portland, Oregon. Industry representatives criticized the proposed regulations. Conservation organizations spoke in favor of the regulations.

June 10, 1963: After further discussions with Members of Congress, industry people and conservation organizations following the April hearings, Secretary Freeman approved the National Forest access regulations and they were published in the Federal Register (36 C.F.R. 212.7-11).

June-July 1963 The Senate Subcommittee on Roads of the Public Works Committee held hearings on S. 1147 on June 11 and July 31. Industry representatives testified in favor of the easement-granting provision of the bill but offered several amendments which would substantially modify the effect of the Attorney General's opinion and require changes in the access policies enunciated in the June 10, 1963, regulations. The Department opposed the industry amendments as did the conservation organizations.

1964 On July 8, 1964, the Senate Public Works Committee favorably reported S. 1147 with an amendment clarifying the financing of maximum economy roads. The industry amendments to the easement-granting section of the bill were not adopted. The House Committee on Public Works reported out the Senate-passed S. 1147 on September 30, 1964. The bill was passed without further amendment and became a Public Law 88-657 on October 13, 1964 (78 Stat. 1029, 16 U.S.C. 533-539). Basically, the Act authorized the Secretary of Agriculture to issue easements for roads and to provide for construction, operation and maintenance of a system of maximum economy roads serving the National Forests and adjacent and intermingled lands.

November 30, 1964 The House Subcommittee on Public Roads of the Committee on Public Works held hearings in San Francisco on November 30 and December 2, 1964, on issues raised by industry in the hearings on the easement bill. The Subcommittee viewed some road systems in Northern California.

April 12, 1965 The Secretary issued revised access regulations (36 C.F. 212.1-212.12). The revised regulations were developed in consultation with a National Forest Products Association (NFPA, formerly National Lumber Manufacturers Association) Committee representing most industrial forest landowners who own lands within or adjacent to the National Forests. The proposed revisions were reviewed and discussed with other interested individuals and groups including the conservation organizations.

Revision of the regulations was primarily to incorporate the new easement-granting authority into the procedures for meeting the access needs of Government and owners of intermingled and adjacent private lands. The revised regulations also provide for replacement of prior right-of-way grants (permits and Department of Interior easements) with Department of Agriculture easements, and for granting easements to public road agencies for roads not part of the Federal-Aid System.

May 1965 Agreement was reached with the industry committee, with whom the Forest Service had worked on revising the regulations, on the form of easement to be granted a cooperating party across National Forest lands, and the form of easement a Cooperator would grant the United States across his lands. Granting of easements in the agreed form results in each party's having a uniform interest in the entire road or road system which is cooperatively built.

January 1966 Forest Service Manual instructions for developing cooperative road construction and use agreements and for granting rights-of-way for roads were issued. The Forest Service Manual references for these instructions are FSM 5467 and 2730.

May 1966 Substantial agreement was reached with the industry committee on a standard form of agreement to serve as a pattern for cooperative road construction undertakings by the Forest Service and private parties. When put into use, the standard form of agreement should make it easier to reach agreement on new proposals for cooperative development.

APRIL 28, 1966.

Hon. JOHN C. KLUCZYNSKI,
*Chairman, Subcommittee on Public Roads,
Committee on Public Works,
House of Representatives.*

DEAR MR. KLUCZYNSKI: This is in response to your request of April 15, 1966, for comments on issues raised before the committee at the San Francisco hearings November 30 and December 2, 1964. You also asked for an explanation of Forest Service policies and their evolution since January 1962 and the considerations supporting present policies on certain matters which are then listed in your letter.

To provide background for our comments and to establish the chronology of important events bearing on the present situation with respect to access to intermingled National Forest and private lands, a brief digest of these events and dates will be helpful.

February 1, 1962. In response to a request from the Secretary of Agriculture, the Attorney General issued an opinion which held that the Act of June 4, 1897 (National Forest Organic Act) did provide "actual settlers" with a statutory right of access across National Forest lands to reach their property, but this right did not apply to others than "actual settlers." The Attorney General also held that except as to "actual settlers" the Secretary had discretionary authority to condition the grant of a right to use existing

roads or to construct new roads on National Forests on the grant of a reciprocal right to the United States by the applicant.

March 1962. The Forest Service instructed its field organizations to, insofar as possible, comply with the intent of the Attorney General's Opinion pending development of regulations and instructions.

October 23, 1962. The Secretary issued a regulation to permit continuance of cooperation in developing and using road systems during the interim before comprehensive regulations could be issued.

June 10, 1963. The Secretary of Agriculture issued comprehensive regulations for administration of the forest development transportation system (36 CFR 212.1-212.11). Issuance followed extensive consultations with members of the Congress, industry representatives, representatives of National Forest user groups, and conservation organizations. Assistant Secretary John A. Baker conducted a public hearing on the proposed regulations in Washington, D.C. and another was held in Portland, Oregon during April 1963.

October 13, 1964. S. 1147, the so-called easement bill was enacted (78 Stat. 1089, 16 USC 533-539). The act authorized the Secretary of Agriculture to issue easements for roads and to provide for a system of maximum economy roads serving National Forest and adjacent lands.

April 12, 1965. The Secretary issued revised road regulations (36 CFR 212.1-212.12). The revised regulations were developed in consultation with a committee representing most industrial forest landowners who own lands within or adjacent to the National Forests. The proposed revisions were reviewed and discussed with other interested individuals and groups including the conservation organizations.

May 1965. Agreement was reached with the industry committee with whom we had worked on revising the regulations, on the form of easement the Department of Agriculture would grant to a cooperating party across National Forest lands, and the form of easement a cooperator would grant the United States across his lands. Granting of easements in the agreed form by the United States and the cooperator results in each party's having a uniform ownership interest in the entire road or road system which is cooperatively built.

January 1966. Forest Service Manual instructions for developing cooperative road construction and use agreements and for granting rights-of-way for roads were issued. The Forest Service Manual references for these instructions are FSM 5467 and FSM 2730.

April 1966. Substantial agreement was reached with the industry committee on a standard form of cooperative agreement to serve as a pattern for cooperative road construction undertakings by the Forest Service and private parties. When accepted and put into use, the standard form of agreement should make it easier to reach agreement on new proposals for cooperative development.

The listed items in your letter accurately identify the principal issues raised before the committee at the San Francisco hearings. Our comments and answers on each item follow:

"1. The availability to a private landowner of opportunity to cross national forest for access to his own lands promptly after request therefor."

Forest Service policy is to act promptly on applications to construct and use roads across National Forest lands. Every effort is made to meet the construction or resource development and utilization schedules of applicants consistent with the need to thoroughly study the impact of the applicant's request on National Forest programs and its relation to the public interest. This policy

is elaborated on in the answers to your questions under this item.

"A. What conditions, if any, have been or are imposed on the granting of prompt access across national forest lands?"

The only condition for granting access is that the proposed road be on a location and constructed to such specifications as to protect National Forest values and not cause damage to adjacent National Forest lands or resources.

The type of right-of-way grant—whether an easement or permit—will depend on whether the applicant wishes to build and use the road in cooperation with the Government or prefers to forego cooperation. To be granted an easement, the applicant must meet the twin requirements set forth in the regulations (36 CFR 212.10(d)(1)). He must provide appropriate easements to the United States over his lands and have borne or arranged to bear his proportionate share of the cost of the road or road system involved.

Time is required to negotiate the exchange of easements and cost-sharing arrangements for joint roads. However, exchange of information on road development plans between landowners and local Forest Service officials should provide sufficient lead time to work out the details of cooperation soon enough to avoid delay in constructing the road. When there is not sufficient time to complete negotiations on cost sharing and to exchange easements, but there is general agreement on cooperative development, the Forest Service will issue a permit which provides that if the road construction on the permit is later included in a cooperative agreement for joint construction, the applicant's construction costs will be treated as incurred under the agreement. When final agreement is reached, the permit will be replaced by an easement.

In some cases, an applicant may prefer to forego cooperation, or is unwilling to meet the requirements for obtaining an easement. He will be issued a permit provided the proposed road meets the basic requirement of location and specifications mentioned above, but this permit will retain the right of the United States to use the road so constructed.

"B. What procedure is used to assure that specifications of a road or of standards of construction where the Forest Service thinks these should be prescribed are not long delayed."

Whether the road is to be a cooperative road or not, the location and specifications for the road must be decided on and incorporated in the right-of-way grant. To redeem its responsibilities for administering the National Forests, the Forest Service must approve the location and specifications of the road before it is constructed. Likewise, the applicant needs to know that the location and specifications of the road he proposes to build are approved before he makes his investment.

A road which is to be cooperatively built and used must be located and built to a standard which will serve the needs to both parties. Agreement on these points is negotiated as one of the first steps in developing a cooperative agreement.

An applicant who prefers to build a road independently, or is unwilling to meet the requirements for grant of an easement will be issued a permit. The only requirements are those of location and specifications given in the first paragraph under A above, since the road is constructed to serve only his needs. To assure prompt action, Forest Service field representatives have been instructed on ways to avoid delays in acting on permit applications. Excerpts from the Forest Service Manual will indicate the direction given.

"FSM 2733.2 . . . For major projects, the details of the proposal should normally be provided in more than one stage. It

would be unreasonable to require the applicant to survey and design an expensive road before a tentative decision on the permit is made. Verbal discussions which will develop the principal facts and indicate the steps needed to perfect the application will usually be desirable. As early as possible, the applicant needs to be told whether a permit will be granted. He needs to know the form of permit he will receive and the limitations on the specifications and location of the road before he incurs substantial expense in location, survey, and design work . . ."

"FSM 2733.3. Plans and specifications for the road to be constructed will be included in every permit either as an attachment or by reference to plans and specifications on file with the Forest Service. The plans and specifications must provide for prevention of soil erosion and stream damage during and after construction.

"Higher standard roads require more detailed plans and specifications than low standard roads. For very low standard roads, short logging spurs and skid trails, form specifications prepared for use Region-wide or Forest-wide may be used. In these cases, a simple plat or sketch can be used to show the location.

"The applicant should do the work needed for preparation of plans and specifications. In the simplest cases, this may be only a "tag line" location on the ground and the supplying of a simple map which shows this location. For major projects, he may be required to make a complete survey and design including design of structures such as bridges, which will then be incorporated in the permit. Often, it is desirable for a forest officer to participate in the location work, especially when location is a critical factor and the applicant is not experienced in this work."

"C. Is there any reason why prompt access across national Forest lands should not be available as a matter of general policy?"

As a matter of Forest Service practice and policy, prompt access across National Forest lands is provided to those who need it to reach their own lands.

"D. If prompt access were required to be given as a matter of law, would the United States be in any way substantially inhibited from obtaining access it needs in view of its power of eminent domain?"

The regulations of the Secretary and the policy and practice of the Forest Service under these regulations provide for granting prompt access. The grant of an easement is conditioned on the applicant agreeing to provide reciprocal access to the United States and bearing a proportionate share of the cost of the road. Where the negotiations leading to grant of an easement will take more time than is available, provision is made for the applicant to have immediate access pending development of final agreement.

Access is provided by permit when the requirements for obtaining an easement are not met.

We believe these provisions for granting access are working quite well. They are designed to encourage cooperative development of roads in an intermingled landownership pattern while at the same time providing prompt access.

The effect of providing a statutory right of access across National Forest lands would depend on wording of the law. We think existing legislation, the present access regulations and the policies and procedures the Forest Service has developed in consultation with representatives of private landowners now provide a fair and workable means for meeting the access needs of all parties. They should be given a fair trial.

"2. The circumstances, if any, in which an owner of private land requiring access across national forest land can recover any

share of his investment in the road built by him if use by the government is planned or is subsequently made."

The arrangements under which the Government will share in the cost of a road a private landowner builds across National Forest land have been discussed. The answers to the questions under this item elaborate further on these arrangements.

"A. Are there any reasons why the government should not agree to share in the costs of a road built on national forest lands if the government or its permittees subsequently make use of the road?"

The Government does agree to share costs of a road to be built on National Forest land when the road is on a location and will be built to a standard that will serve the Government's needs and the needs of the private owner, and the private owner makes available to the Government access across his lands or over his roads needed to make the road useful to the Government. The Government shares in the cost of the entire road.

"B. Are any arrangements being made currently to assure that the private landowner who has built a road at private expense on national forest lands at some time in the past can recover any share of the cost of such road when it is utilized by recreational or public traffic or for removal of government timber?"

Unless the permit or other instrument under which the private landowner built the road provides for recovery of a share of the cost from Government users, there is no authority to later provide for recovery of a share of the costs.

Presently, as in the past, the Forest Service seeks cooperation with private landowners in building a road to serve his lands and the National Forest land. Under these arrangements, the Government bears a proportionate share of the cost of the whole road, both on the private land and National Forest land. It is true that in some cases the private owner has chosen not to cooperate in a joint road. He has been issued a permit which retains for the Government a right to use the road constructed on the permit. If the Government later acquires an interest in the intervening road segments on the private land, it pays for such interest. No compensation is paid for segments on National Forest land. The Government cannot pay for something it already owns.

"C. Can a private landowner with a continuing need to cross national forest lands on a road built at private expense and under a special use permit now obtain a permanent easement in place of his permit, without the grant of any more or additional consideration than his construction of the original improvement? If not, what policy considerations justify Forest Service refusal to issue an easement in such circumstances?"

If the road were constructed under cooperative arrangements whereby the Government received the access it needed, and the cost of the whole road were shared proportionately, the permit will be replaced with an easement.

Likewise, if the segment of road under permit is later included in a cooperative arrangement whereby the Government receives the interest it needs in the segments of road on private land, and the cost of the road is shared proportionately, the permit will be replaced by an easement.

In both situations described above, no additional consideration is required for the easement. The Government has paid, or will pay, for the interest it acquires in the private segments.

There are some cases where the Government does not need any access from the private landowner in order to use the road built under the permit. The regulations provide (36 CFR 212.10(d)(2)) that an easement may be granted to replace his permit. Generally, an easement will be granted to an

applicant to replace the permit in these cases if the road is a permanent part of his transportation system, represents a substantial investment, and his use is a continuing use and is a substantial proportion of the total use of the road. Many holders of permits will probably consider that the permit meets their needs for the future as it has in the past.

"3. Limitations, if any, upon the extent of value required from a private landowner as a condition to the grant to him of requested rights-of-way across national forest lands?"

One of the two conditions for grant of an easement is that the applicant provide the Government with appropriate easements over his lands or roads for the road or road system concerned. The value of the interests he conveys is balanced against the value of the interests he receives from the Government. Any excess in value conveyed to the Government is paid from appropriated funds as part of the consideration for the easement conveyed to the Government, or by a collection right against haulers of National Forest products, or by offsetting construction by the Government of additional roads needed by both parties.

Seldom will the value of the access needed by the Government be balanced exactly by the value of access it grants. The only limitation on the value of the reciprocal grant required of the applicant is that the reciprocal grant be associated with the road or road system of which the right-of-way applied for is a part. Regardless of the value of the reciprocal grant required of the applicant, he is compensated for any amount in excess of the value of the rights he receives.

There are no reciprocal access grants required as a condition for the grant of a permit to cross National Forest land.

"4. The degree of control retained over the use by others of roads on national forest lands which are made the subject of easement grants to private landowners."

The Government retains full control over use by all parties other than the grantee on roads covered by easement grants to private land owners. However, the easement grant provides that use by others will be controlled so as not to interfere unreasonably with the grantee's use or increase his maintenance costs.

Since the purpose of National Forest roads is to accommodate mixed traffic or all anticipated kinds of traffic at various times, it is essential that the Government be in a position to regulate the traffic it plans to accommodate. This does not mean the private owner of an interest in the road cannot control and be assured of the use of rights he has been granted in the road.

"5. The degree of control over roads on private lands acquired by easement exchanges and the reasons therefor."

The degree of control by the Government of segments of roads on private lands it acquires is similar to that it retains on National Forest lands. It is essential that traffic rules and control of use be applied uniformly over the entire road or road system as a unit. It would not be feasible for 1 mile of road to be operated under one set of rules and the next mile under another set of rules. The forms of easement each party will grant in cooperative undertakings (which forms have been developed in consultation with landowners) achieve the desired result.

"6. The extent to which oversized trucks are permitted to continue to operate on roads originally built as private roads for such trucks after the Forest Service acquires the use of such roads either by negotiation or by eminent domain."

This is the subject of negotiation when the acquisition is made. If the road is, or can be made, adequate to safely handle the additional Government traffic and the kind of off-highway equipment the road owner is

using, usually, it is possible to leave with him a reserved right to continue use of this equipment. Many privately owned roads have been acquired leaving this right with the private owner.

If it is necessary to restrict the private owner's use of the road to standard highway equipment when he has been using off-highway equipment, he is compensated for the damage suffered, if any, as part of the purchase price. In a condemnation, the award of just compensation includes such damage.

"A. Does the Forest Service have any policy against permitting construction of roads across national forest lands for use by oversized trucks when the roads will be used to get private timber to a mill at lower cost?"

The Forest Service has no fixed policy. Requests for such construction would be acted on consistent with the facts in the particular case.

"B. Does the Forest Service have any policy against permitting construction of roads across national forest lands for use by oversized trucks when the roads may be used to get national forest timber to a mill at lower cost?"

The answer to this is the same as to A above.

"7. The means, if any, being used by the Forest Service to assure that the costs of constructing multiple-use roads are not borne entirely by the single use of timber harvesting, particularly with the respect to roads constructed in connection with timber sales."

The Secretary's Regulations (36 CFR 212.12) provide that the purchaser of National Forest timber shall not be required to bear that part of the cost of a road in excess of the cost of the road needed to harvest the timber he has purchased. Forest Service timber sale appraisals contain an allowance for the purchaser to construct the road that is prudent for that sale. Where roads are to be constructed to a higher standard than that needed in harvesting or removing products covered by that particular sale, the purchaser of the National Forest timber is not required to bear that part of the cost necessary to meet such higher standard. Road construction necessary to attain the road standard needed by multiple use and not essential for the timber sale is either constructed by the Forest Service, or the difference between the prudent operator road and the multiple-use road is financed from appropriated funds.

"8. How will the Forest Service react to a suggestion it build all these forest access roads?"

We feel that the Federal Government should build by direct methods the bulk of the permanent roads in the system. This would include the main line multiple-purpose roads (land access roads) and the heavier construction jobs on the branch roads (land-utilization roads) and all of the recreational roads within the National Forests. Many of the timber purchasers have the capabilities and machinery to construct roads, and we think the job ahead is so big that we should take advantage of their capacity to help get this system extended.

Sincerely yours,

M. M. NELSON,
Deputy Chief.

Mr. MANSFIELD. Mr. President, I ask for the yeas and nays on passage of the bill.

The yeas and nays were ordered.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that there be a quorum call, not to exceed 3 minutes, and that at the end of the 3 minutes, the voting on the pending measure begin.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and

it is so ordered. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

The PRESIDING OFFICER. Under the unanimous-consent agreement, the order for the quorum call is rescinded.

The bill having been read the third time, the question is, Shall it pass?

On this question the yeas and nays have been ordered, and the clerk will call the roll.

The assistant legislative clerk called the roll.

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Georgia [Mr. RUSSELL], and the Senator from Georgia [Mr. TALMADGE] are absent on official business.

I also announced that the Senator from Indiana [Mr. BAYH], the Senator from Illinois [Mr. DOUGLAS], the Senator from Arizona [Mr. HAYDEN], the Senator from Arkansas [Mr. McCLELLAN], the Senator from Wyoming [Mr. McGEE], the Senator from Florida [Mr. SMATHERS], and the Senator from Texas [Mr. YARBOROUGH] are necessarily absent.

I further announce that, if present and voting, the Senator from Indiana [Mr. BAYH], the Senator from Illinois [Mr. DOUGLAS], the Senator from Wyoming [Mr. McGEE], the Senator from Florida [Mr. SMATHERS], and the Senator from Texas [Mr. YARBOROUGH] would each vote "yea."

Mr. KUCHEL. I announced that the Senator from Colorado [Mr. ALLOTT] and the Senator from Kansas [Mr. PEARSON] are necessarily absent.

The Senator from New Jersey [Mr. CASE], the Senator from Idaho [Mr. JORDAN], and the Senator from Iowa [Mr. MILLER] are detained on official business.

If present and voting, the Senator from Colorado [Mr. ALLOTT], the Senator from New Jersey [Mr. CASE], the Senator from Idaho [Mr. JORDAN], the Senator from Iowa [Mr. MILLER], and the Senator from Kansas [Mr. PEARSON] would each vote "yea."

The result was announced—yeas 85, nays 0, as follows:

[No. 164 Leg.]

YEAS—85

Aiken	Harris	Mundt
Anderson	Hart	Murphy
Bartlett	Hartke	Muskie
Bennett	Hickenlooper	Nelson
Bible	Hill	Neuberger
Boggs	Holland	Pastore
Brewster	Hruska	Pell
Burdick	Inouye	Prouty
Byrd, Va.	Jackson	Proxmire
Byrd, W. Va.	Javits	Randolph
Cannon	Jordan, N.C.	Ribicoff
Carlson	Kennedy, Mass.	Robertson
Church	Kennedy, N.Y.	Russell, S.C.
Clark	Kuchel	Saltonstall
Cooper	Lausche	Scott
Cotton	Long, Mo.	Simpson
Curtis	Long, La.	Smith
Dirksen	Magnuson	Sparkman
Dodd	Mansfield	Stennis
Dominick	McCarthy	Symington
Eastland	McGovern	Thurmond
Ellender	McIntyre	Tower
Ervin	Metcalf	Tydings
Fannin	Mondale	Williams, N.J.
Fong	Monroney	Williams, Del.
Fulbright	Montoya	Young, N. Dak.
Gore	Morse	Young, Ohio
Griffin	Morton	
Gruening	Moss	

NAYS—0

NOT VOTING—15

Allott	Hayden	Pearson
Bass	Jordan, Idaho	Russell, Ga.
Bayh	McClellan	Smathers
Case	McGee	Talmadge
Douglas	Miller	Yarborough

So the bill (S. 3155) was passed.

Mr. RANDOLPH. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. COOPER. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

LEGISLATIVE BRANCH APPROPRIATION BILL, 1967

The PRESIDING OFFICER. The Chair lays before the Senate the unfinished business, which will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 15456) making appropriations for the legislative branch for the fiscal year ending June 30, 1967, and for other purposes.

The Senate resumed the consideration of the bill.

Mr. MONRONEY. Mr. President, the legislative branch appropriation bill for fiscal year 1967, H.R. 15456, recommends appropriations in the amount of \$214,418,213. This is an increase of \$42,271,880 over the House-approved bill, but \$331,550 under the estimates presented to the Congress.

The bulk of the increase over the House-passed bill represents the appropriations recommended for the operations of the Senate, \$39,655,180, and for the maintenance and operation of the Senate office buildings and the Senate garage in the total amount of \$2,587,900. These items were not considered by the House and were not included in the totals approved in the House version of the bill. Exclusive of these Senate items, the committee bill is only \$28,000 above the House bill.

Referring first to the Library of Congress appropriations, the committee recommends a total of \$29,974,100. This is \$154,000 over the House allowance but \$1,171,900 below the budget request. The committee report, commencing on page 12, explains the changes made in the bill respecting the Library of Congress and also details the recommendations item by item in the comparative table at the conclusion of the report.

Specifically, under salaries and expenses, the committee has restored the funds denied by the House for the monthly index of Russian accessions in the sum of \$478,000—to be derived by transfer from funds available to the Office of Education in the Department of Health, Education, and Welfare. Library officials and scholars from many States testified most forcefully in behalf of continuation of this index and the committee was persuaded that it is of sufficient value to warrant its continuation. In addition, the committee was in receipt of a communication from the Commissioner of Education, which stated:

We believe abandonment of this well established bibliographic activity under the Library of Congress would constitute a major setback for researchers and for the development of specialists in Soviet affairs.

The committee has concurred in the House allowance of \$585,000 to finance the next steps in the Library's automation program and \$880,000 for the rental of additional space to accommodate the growing collections of the Library.

For the Legislative Reference Service, the committee recommends \$2,938,000, which is an increase of \$86,000 over the House allowance. This additional sum will provide 12 more employees over the 23 new positions allowed by the House. The workload of the Reference Service continues to increase, as evidenced by a 22-percent increase in calendar 1965 over the previous year, and if the Service is to furnish prompt and efficient service, the additional employees are unquestionably necessary.

Under "Distribution of Catalog Cards," the committee has approved \$28,000 above the House allowance. These funds represent the printing costs associated with the production of the Monthly Index of Russian Accessions referred to earlier. In addition, the funds allowed for this item, \$4,564,000, will finance 39 additional employees which are needed to handle the mounting workload.

For the foreign currency program of the Library, Collection and Distribution of Library Materials, the committee recommends \$2,088,000 for payments in Treasury-owned foreign currencies and \$180,000 in U.S. dollars. This is an increase of \$40,000 in foreign currencies only, over the House bill. The Library had requested funds to expand this program to five more countries—Poland, Yugoslavia, Tunisia, Guinea, and Ceylon. The House included Poland and Yugoslavia in its version of the bill, a program which the Senate had advanced for the past 2 years. The committee is pleased to concur with the House in these two extensions and has, also, in the report recommended the institution of a partial program in Ceylon. Library officials stated this could be administered from the existing post in India at a cost of only \$40,000 in excess foreign currencies.

The committee also inserted a provision in the bill which will authorize the storage and transportation of household goods for Library personnel stationed abroad and per diem for families enroute, in addition to the currently authorized health services program and for the purchase or hire of passenger vehicles for overseas offices inserted by the House.

The overall appropriations recommended for the Government Printing Office total \$42,655,900—\$21,500,000 for printing and binding operations, \$6,155,900 for the Office of the Superintendent of Documents, and \$15 million for the Government Printing Office revolving fund. These represent an increase of \$16,326,900 over the 1966 appropriations and a decrease of \$5 million below the budget estimates.

It is understandable that there is difficulty in estimating with complete accuracy the printing and binding requirements of the Congress for the new fiscal year and that under the accounting procedures in effect it is necessary to provide additional funds to meet deficits for prior year charges. In this bill, the recommendation of \$21,500,000 includes the workload estimate for fiscal year 1967 in the amount of \$18,500,000, and \$3 million to cover the deficit for fiscal year 1965 expenditures billed through January 31, 1966.

The primary activity of the Office of the Superintendent of Documents is the sale of Government publications, which for fiscal year 1965 amounted to \$14,389,428, an increase of 15 percent over fiscal 1964. As indicated in the tabulation on page 3 of the report, income realized from these sales in fiscal 1965—returnable to the U.S. Treasury—amounted to \$7,404,294, and it is estimated for fiscal year 1967 the return to the Treasury will increase still further to approximately \$7,600,000. The committee concurs in the appropriation of the House for this item in the amount of \$6,155,900.

The committee also is in agreement with the House allowance of \$15 million to provide additional working capital for the Government Printing Office. The last increase in the revolving fund was authorized in December of 1963, and the balances of accounts receivable, finished work in process, and so forth, have increased 26 percent since that time.

The committee has included language in the report expressing dissatisfaction with the response of the Government Printing Office to its directive in last year's report to furnish complete figures as to printing costs by congressional committees and other ordering sources. I call attention to the language on page 15 of the present report, and reiterate most strongly the committee's expectation that the instructions cited therein be complied with.

With respect to the proposed new Government Printing Office plant, the budget had initially requested \$46,663,000 for construction purposes. But in view of the controversy over a site during the past several months, officials of the Printing Office withdrew their request for funds in the current bill pending a decision on site location. The House committee, faced with a similar request, acceded and, additionally, inserted language rescinding balances of appropriations already enacted. Consequently, there are no funds in this bill for the construction, or planning therefor, of a new printing plant.

The committee recommends appropriations for the Architect of the Capitol in the amount of \$14,772,900. The largest single increase over the House bill is \$2,530,000 for the operation of the Senate Office Buildings. The committee has complied with a request from the Superintendent of the Senate Office Buildings and has included in the bill \$10,000 over and above the regular annual amount for the replacement of rugs, cushions, and floor coverings in suites in the New Sen-

ate Office Building. The rugs and floor coverings presently in the building have been in use for 7 years and the point has been reached where a gradual replacement program is necessary.

An additional \$9,000 has been included in the bill by the committee to provide two end table lamps for each Senator's suite.

Under the appropriation head Capitol Grounds, the committee has provided an additional \$5,400 to finance one additional gardener position over the two additional gardeners allowed by the House bill. The committee expects that efforts will be intensified to beautify the grounds and to maintain them in line with the improvement program which has been underway for several years.

For Library building and grounds, structural, and mechanical care, the committee has reduced the House bill by \$125,000. This sum was requested for the purpose of installing a new elevator on the east side of the Annex to the Library of Congress. While it may be desirable to add this elevator to the building, the committee felt that it was an item which is not urgent and which can be deferred at the present time.

With reference to the extension of the west central front of the Capitol, I direct the attention of Senators to pages 10, 11, and 12 of the committee report, where a detailed explanation has been made of the committee action. You will also find, on page 24 of the bill, the proviso which has been recommended by the committee and which reads as follows:

Provided, That no part of any appropriation contained in this Act shall be used for administrative or any other expenses in connection with the plans referred to as schemes 1, 2, and 3 for the extension of the west central front of the Capitol.

The prohibition included in the bill by the committee would preclude the payment of salaries or other expenses for any of the employees working on schemes 1, 2, and 3 for the extension of the west central front. Schemes 1 and 2 would extend the center portion of the Capitol 44 feet, the old Senate and House wings would be extended 88 feet, and the connecting corridors would be extended 56 feet. Under scheme 3, the center portion would be extended 32 feet, the old Senate and House wings 76 feet, and the connecting corridors would be extended 56 feet. The committee is strongly opposed to any of these schemes. It is of the opinion that the Architect of the Capitol should obtain an independent estimate of the cost of restoring the present structure. In the report, the committee recommends that specific interested professional organizations be given an opportunity to study and make recommendations on this matter. These organizations could include, without limiting it to them alone, the American Institute of Architects, the American Institute of Planners, the American Society of Landscape Architects, the National Trust for Historic Preservation, and the Associated General Contractors. The committee understands that with the cooperation of the Architect of the Capitol in providing already-gathered statistics and information, representa-

tives from these groups would need less than a week to complete such a study.

Mr. SALTONSTALL. Mr. President, will the Senator from Oklahoma yield at that point?

Mr. MONRONEY. I am happy to yield to the Senator from Massachusetts.

Mr. SALTONSTALL. I have a little statement that I wish to make, but I wish to commend the Senator for his work on the committee report. At this time, I would simply say this, that the committee felt unanimously, with the information and statistics already available that the distinguished American Institute of Architects, the American Institute of Planners, and so forth, could make a judgment on the subject of the extension of the west front of the Capitol. In other words, we did not believe that there was any money necessary for further statistical reference planning, that statistical reference planning was available to make a judgment on what we now have in our possession.

Mr. MONRONEY. It is our understanding that the money appropriated by the last Congress to investigate the need to reinforce the foundations of the two buildings and secure the west wall, had been done by an engineering firm. The foundations were carefully studied and the data is available in the Architect's office. Interpretations and reports on the findings resulting from the engineering study are, I think, the matter at issue. They should be carefully considered by the representatives of these distinguished groups which have been mentioned in the committee report, who are concerned with the final recommendations that Congress would undoubtedly receive on going forward with the work, either on the present outline of the west front or on a new one, if it is found necessary so to do.

The committee recognizes that a serious problem does exist in connection with the west wall of the Capitol, but the Architect of the Capitol has already assured the committee that the temporary wood shoring which has been put in place will be of benefit for at least 5 years. The committee believes that there is time for additional study and design planning which will allow for the preservation of the historic architectural design of the central section of the Capitol without adding 4½ acres of floor space.

The Commission for the Extension of the Capitol has been told by the Architect of the Capitol that the proposed scheme would cost \$34 million. The committee is concerned that this estimate is far too low. Experience has taught the Members of Congress that constructions supervised by the Architect of the Capitol have usually ended up costing considerably more than the early estimates. This is not the year for Congress to launch a building project of this magnitude, in the opinion of the committee, and a safe, beautiful new west front of the Capitol can be provided, it was assured, without adding a grandiose bulge to the middle of this historic structure.

Mr. MOSS. Mr. President, will the Senator from Oklahoma yield at that point?

Mr. MONRONEY. I am happy to yield to the Senator from Utah.

Mr. MOSS. Mr. President, I have listened for the past 2 weeks to the mounting hysteria that is among us concerning the proposed rebuilding and extension of the west front of the Capitol Building. It seems that everyone wants to get in the act now and each new spokesman tries to outdo the ones who went before in bemoaning the dire consequences of changing one least detail of the Capitol Building. The local press has rushed into print with editorials and articles and the press out across the land seems largely to have followed this lead. Those who oppose the change have adopted every possible argument that could be seized upon. Some base their opposition on the fact that the man who holds the title of Architect of the Capitol is not indeed a professional architect. Others claim they are opposed because the extension was ordered by a small cabal composed of the Vice President of the United States, the Speaker of the House of Representatives, and the minority leader of each of the political parties in both the Senate and the House. And so it has gone.

I want to raise my voice as one who does not see the crumbling of our Republic in the "sinister proposal" that the Capitol Building be enlarged. I remember well the hue and cry that went up when the east front of the Capitol was extended. There were the same wails of anguish then, and even today, some of the wails have not subsided. Some still mourn the fact that the identical painted walls of the old Capitol are not now visible from the outside of the building. Of course, the paint that these persons so revered and found so steeped in history had been placed on the walls perhaps 2 or 3 years ago and covered up the point that antedated this coat by another 2 or 3 years, and so ad infinitum. But, nevertheless, it seems to them a great loss.

For my part, I find the appearance of the Capitol Building on the east front most pleasing. I find that the same lines and architectural appearance exist as did before the last construction. The walls are now a beautiful marble, the columns on the east portico are of marble, and the whole appearance of the building is enhanced and improved. Moreover, I defy anyone who is not an expert on the Capitol Building, or a resident who has exerted unusual inquisitive powers of examination to distinguish that the building has been changed. To the vast body of Americans who have come to know the Capitol Building only through photographs and post cards, I would venture to guess that not one in a million would know that there had been a change after the extension of the east front. But those of us who see it every day know that there has been a change and that for the better. The appearance is superior and the additional space provided internally is useful in the building. Of course, there are many who decry the expenditure of moneys to accomplish the extension of the building, and I believe we ought to check to the maximum degree we can the expenditure of funds on

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Aug. 12, 1966
For actions of Aug. 11, 1966
89th-1st; No. 132

CONTENTS

Accounting.....35	Forest roads.....1	Recreation.....33
Adjournment.....15	Holiday.....34	Research.....2
Appropriations.....4,19,35	Housing.....18,32	Roads.....1
Civil rights.....17	Inflation.....5,25	Rural development.....13
Consumers.....35	Labeling.....31,39	School milk.....23
Cotton.....26	Lands.....28,33	Strip mining.....28,38
Crop reporting.....27	Legislative program.....13	Sugar.....7
Diet foods.....39	Minerals.....20	Trade fair.....13
Dogs and cats.....2	National service.....10	Transportation.....8,30
Farm income.....35	Organization.....3	Wage-price guideposts...21
Farm prices.....29	Personnel.....3,6,22	Water pollution.....37
Food for freedom.....11	Political activity....6,22	Watersheds.....9
Food prices.....29,36	REA.....6	
Foreign aid.....24	Reclamation.....12,16	

HIGHLIGHTS: House passed road authorization bill. House received conference report on dog-cat handling bill. Rep. Skubitz criticized President's position on review of watershed projects. Senate rejected conference report on small reclamation projects bill; agreed to new conference. Rep. Culver introduced and discussed bill to provide separate accounting for certain USDA funds. Rep. Farbstein introduced and discussed bill to freeze food prices.

HOUSE

1. ROADS. Passed, 341-1, as reported H. R. 14359, the road authorization bill. Then passed S. 3155, the companion bill, with the language of the House bill. House conferees were appointed. Senate conferees have not yet been appointed. The bill includes authorizations of \$33 million for forest highways and \$170 million for forest development roads and trails for each of the fiscal years 1968 and 1969. pp. 18247-74

2. RESEARCH. Received the conference report on H. R. 13881, the dog-cat handling bill (H. Rept. 1848). Under the revised bill the Secretary of Agriculture would issue licenses to dealers who bought or sold dogs or cats in commerce; research facilities would be required to register with the Secretary of Agriculture but would not have to be licensed; the Secretary would specify the time and humane method of identification of dogs and cats; the Secretary would establish standards to govern humane handling, care, treatment, and transportation of animals by dealers and research facilities; generally research facilities would have to purchase dogs and cats from licensees, but the Government could get them from municipal pounds, farmers, etc. pp. 18276-81
3. ORGANIZATION; PERSONNEL. Concurred in the Senate amendment to H. R. 10104, to enact into positive law title 5 of the U. S. Code, "Government Organization and Employees." This bill will now be sent to the President. pp. 18240-4
4. APPROPRIATIONS. Conferees were appointed on H. R. 14921, the independent offices appropriation bill. Senate conferees have been appointed. p. 18238
5. INFLATION. Rep. Todd urged more action to control inflation. pp. 18281-2
Rep. Cleveland said the administration now shows signs of believing inflation is a problem, and referred to the Secretary's campaign-briefing statement. pp. 18304-5
6. PERSONNEL. Rep. Nelsen expressed concern about "soliciting paid attendance at a reception from Federal employees" and referred to his previous charges about campaign-fund solicitation in REA. p. 18287
7. SUGAR. Rep. O'Neill criticized plans of EDA to finance a sugar refinery in Maine. pp. 18288-9
8. TRANSPORTATION. Rep. Rhodes, Ariz., inserted a Republican Policy Committee criticism of the Administration's bill to establish a Department of Transportation. p. 18290
Rep. Younger inserted a speech by Morris Forgash favoring work toward "containerization" and "piggyback" carrying of commodities. pp. 18290-5
9. WATERSHEDS. Rep. Skubitz criticized the President's position regarding "unconstitutionality" of congressional-committee jurisdiction over watershed projects. pp. 18298-300
10. NATIONAL SERVICE CORPS. Rep. Kunkel inserted an article discussing some of the possibilities for a National Service Corps including conservation work. pp. 18300-2
11. FOOD FOR FREEDOM. Rep. Quie inserted an article favoring the Dole amendment to the food-for-freedom bill providing for a "bread and butter corps." pp. 18302-4
12. RECLAMATION. The Interior and Insular Affairs Committee reported with amendment H. R. 4671, to authorize the lower Colorado River Basin project (H. Rept. 1849). p. 18336
13. LEGISLATIVE PROGRAM. Rep. Albert announced the legislative program as follows: Consent Calendar and various bills on suspension of the rules; Tues. and balance of the week, Private Calendar, urban transportation bill, traffic and vehicle safety bill, highway safety bill, rural community development bill,

Mr. ANDERSON of Illinois. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, the majority has been familiarized with the language of this resolution. It sets up the Special Committee on Campaign Expenditures and, save for necessary changes in the language relating to the date, it is identical in all respects with resolutions that have been adopted in prior years. I believe perhaps many Members of this House are more familiar with this committee as the old "Davis committee", the committee chaired for many years by our former colleague from Tennessee, Clifford Davis.

One salutary effect, perhaps, of presenting this resolution at this time is to remind ourselves that even though the frost is not yet on the pumpkin, campaign time is approaching. Some of us dare express the hope that this House may be able to conduct its business in time for us to conduct the campaign, so that there will be something for the committee to look into.

(Mr. ANDERSON of Illinois asked and was given permission to revise and extend his remarks.)

Mr. RYAN. Mr. Speaker, last year this House considered the question of the seating of a number of our colleagues who had been nominated and elected in congressional districts where Negroes were systematically excluded from the democratic process. When the Mississippi challenge was dismissed, a number of those who opposed the challenge argued that, if the Voting Rights Act were successful, it would eliminate the need for such challenges in the future.

In its action on both the Voting Rights Act of 1965 and the seating of the Mississippi delegation, this House affirmed that complaints of racial discrimination should be carefully scrutinized in the future.

The resolution before us would establish a committee with full power to investigate any charges of racial discrimination in the election of Members of Congress. In the words of the resolution, it is empowered to—

Investigate and report to the House . . . with respect to . . . (6) Such other matters relating to the election of Members of the House of Representatives in 1966, and the campaigns of candidates in connection therewith, as the committee deems to be in the public interest, and which, in its opinion, will aid the House of Representatives in enacting remedial legislation, or in deciding contests that may be instituted involving the right to a seat in the House of Representatives.

In short, the committee is empowered to make investigations in anticipation of a challenge similar to the objections which I raised to the seating of the Mississippi delegation on January 4, 1965, and investigations to determine the adequacy of the Voting Rights Act of 1965.

The Special Committee on Campaign Expenditures has the opportunity to perform an invaluable service in the safeguarding of free, honest elections. It can make an enormous contribution to the success of the Voting Rights Act by

making a thorough investigation of all charges of intimidation or discrimination or discrimination against prospective candidates and voters because of their race.

Mr. Speaker, I urge the committee to make full use of the power explicitly given to it by this resolution.

Mr. DORN. Mr. Speaker, for many years, throughout the country, I have defended the honor and the reputation of the Congress collectively and of its individual Members. I have defended the Congress as the people's own institution. I have defended Congress as the protector of the people's rights—as the individual citizen's most direct representative with their Federal Government.

It is not always easy to point out the facts about Congress and defend the dedication and devotion of its Members. There are those who are eager and willing to tear down this great democratic institution in order to remedy the wrongs of a few. Then, too, they may use the wrongs of a few to attack the vast majority and the institution itself.

There are Fascists and subversives in our country who seek every opportunity to reflect upon this great institution. Often, Mr. Speaker, the most self-righteous indignation comes from those unsympathetic to a strong legislative branch.

While defending Congress, however, I have not ignored the need, Mr. Speaker, for high ethical standards of our membership and of self-regulation by the Congress itself of its own membership.

Time and time again, I have introduced legislation which would prevent campaign contributions from crossing State lines to influence Federal elections. I believe and have always believed that congressional elections should represent the will of those citizens residing in the State or in that congressional district. No outside finances from faraway places, or from abroad, should be permitted to be used to influence those people who directly elect their representatives to the Federal Congress. Also, Mr. Speaker, I have recently introduced legislation which would create a House Grievance Committee; which would be similar to the grievance committee of our bar associations. I know of no more effective committees than the grievance committees of the bar associations. Certainly, Mr. Speaker, this is true of the bar association grievance committees in my congressional district. A similar committee for this House would be a step toward assuring the American people of our own good intentions and our desire to improve the image of this august body.

Mr. Speaker, the resolution before the House today would authorize the Speaker to appoint a bipartisan committee of five members to investigate and report to the next Congress concerning campaign expenditures and congressional candidate ethics in the elections this fall. This resolution creating this committee is timely and will reassure the American people of our good intentions. The

mounting cost of congressional elections is a serious threat to representative government. The astronomical cost of congressional elections prevent many good men from offering and remaining in public office purely and simply by a lack of funds and an unwillingness to subvert themselves to those who would put up the money.

This committee, with its forthcoming report, will indeed "aid the House of Representatives in enacting remedial legislation."

Mr. O'NEILL of Massachusetts. Mr. Speaker, I move the previous question. The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

APPOINTMENT TO SPECIAL COMMITTEE

The SPEAKER. Pursuant to the provisions of House Resolution 929, 89th Congress, the Chair appoints as members of the Special Committee To Investigate Campaign Expenditures, the following Members of the House: Mr. O'NEILL, of Massachusetts, chairman; Mr. SMITH, of Iowa; Mr. DAVIS, of Georgia; Mr. DEVINE, of Ohio; and Mr. GOODELL, of New York.

FEDERAL-AID HIGHWAY ACT OF 1966

Mr. YOUNG. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 936 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. RES. 936

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 14359) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Public Works, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider the substitute amendment recommended by the Committee on Public Works now in the bill, and such substitute for the purpose of amendment shall be considered under the five-minute rule as an original bill. At the conclusion of such consideration the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any of the amendments adopted in the Committee of the Whole to the bill or committee substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

The SPEAKER. The gentleman from Texas is recognized for 1 hour.

Mr. YOUNG. Mr. Speaker, I yield 30 minutes to the distinguished gentleman from Illinois [Mr. ANDERSON], pending

which I yield myself such time as I may consume.

(Mr. YOUNG asked and was given permission to revise and extend his remarks.)

Mr. YOUNG. Mr. Speaker, House Resolution 936 provides an open rule with 2 hours of general debate for consideration of H.R. 14359, a bill to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. The resolution also provides that it shall be in order to consider the committee substitute as an original bill for the purpose of amendment.

The Federal-Aid Highway Act of 1944 authorized the development of a nationwide system of roads linking the major cities of the United States from coast to coast—a transportation network to be known as the Interstate Highway System.

The Federal-Aid Highway Act of 1956 brought into being the greatest road construction program in the world's history. Also, it authorized the creation of the highway trust fund. But, in spite of the tremendous progress that has been made in our highway system, the rapid growth pace of our population and economy has outstripped our planning.

Prior to 1956, revenues from all Federal excise taxes on motor fuels, motor vehicles, and associated products were placed in the general fund of the U.S. Treasury. Also, prior to 1956, appropriations for Federal aid to the States for highway improvement were made from the Treasury general fund.

By the Federal-Aid Highway Act of 1956 and the Highway Revenue Act of 1956, Congress substantially increased the size of the continuing Federal-aid program for improvement of main highways, secondary roads, and urban extensions included in the Federal-aid primary and secondary systems—the A-B-C program—and it also provided for accelerated completion of the National System of Interstate and Defense Highways. To pay for these programs Congress increased some of the existing highway-related excise taxes and levied some new ones. It earmarked the revenues of some of the highway-related excise taxes for transfer to the highway trust fund. This trust fund was made the sole source of money for the A-B-C and interstate programs during the years 1957-72. Thus the Federal-aid program was put on a wholly highway-user-financed, pay-as-you-build basis.

In changing the rates of some highway-related excise taxes and levying some new ones, both in 1956 and subsequently, and in dedicating them to the highway trust fund, the Congress sought both to assure the provision of enough money for the Federal-aid highway program in the years 1957-72 and to distribute its cost equitably among the different classes of highway users.

All of the revenues from the Federal taxes on motor fuel, rubber, new trucks, buses, and trailers, lubricating oils, truck and bus parts and accessories, and heavy vehicle use go into the trust fund and are used only for Federal aid for highways.

The highway-related excise tax on new automobiles continues to be considered as general revenue, in the same class as most other Federal excise taxes.

H.R. 14359 would extend for 1 year the authorization for the Federal Interstate Highway System and increase the total authorization for the program by \$8,921,000.

Mr. Speaker, I urge the adoption of House Resolution 936 in order that H.R. 14359 may be considered.

Mr. ANDERSON of Illinois. Mr. Speaker, I yield myself such time as I may consume.

(Mr. ANDERSON of Illinois asked and was given permission to revise and extend his remarks.)

Mr. ANDERSON of Illinois. Mr. Speaker, as the gentleman from Texas has stated, House Resolution 936 will bring to the floor of the House for its consideration H.R. 14359, the Federal Highway Act of 1966. The rule is an open one, providing for 2 hours of general debate. The rule also provides that the committee substitute for the original bill shall be considered as an original bill for the purposes of amendment.

The primary purpose of the bill is to authorize an additional \$8,921 million for the Interstate Highway System as construction funds, and to extend the construction completion target date for 1 year, to June 30, 1972. Testimony received by the Rules Committee indicated that even this additional money and time cannot ensure completion by the new target date.

Other Federal highway programs are also included in the bill. The primary and secondary systems are expanded into our urban centers and authorized for 2 years—fiscal 1968 and 1969—at \$1 billion a year.

Various other road assistance programs, including forest highways, park roads, Indian reservation roads, and forest development roads are authorized for some \$500 million in fiscal 1968 and 1969.

All these programs, Mr. Speaker, are necessary—all of us support them. However, the bill also includes funds to be used for highway beautification under the act passed last session. The bill authorizes \$160 million in 1968 and 1969 for billboard control, \$48 million for junkyard control, and \$285 million for landscaping and scenic enhancement. These funds are to come out of the highway trust fund after it has had additional funds pumped into it to cover these expenditures.

These additional funds will represent an amount equal to 1 percent of the current excise tax on motor vehicles, plus any additional amounts needed, which will be taken out of the general fund.

I do not support the use of the highway trust fund in this manner. Why must we put money into the fund which was not originally earmarked for it to accomplish a purpose for which the fund was not intended? Why cannot the administration use straightforward bookkeeping methods?

Why must the administration use the trust fund for purposes it was never designed to handle?

Why cannot the beautification pro-

gram authorizations stand on their own feet instead of borrowing the respect of the trust fund to protect it?

Mr. Speaker, I do not want these comments to be misunderstood. I support this bill. It is necessary. We must push toward the completion of the Interstate System as rapidly as possible. We must improve our primary and secondary road systems.

The Interstate System, begun by the Eisenhower administration, is already proving its great worth to the Nation, as I am sure the many visitors to Washington can testify. It moves people and goods faster and more safely than any other highway system in the world.

I know of no opposition to the rule, Mr. Speaker; I urge its adoption.

Mr. YOUNG. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

Mr. KLUCZYNSKI. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 14359) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 14359 with Mr. ROSTENKOWSKI in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from Illinois [Mr. KLUCZYNSKI] will be recognized for 1 hour and the gentleman from Florida [Mr. CRAMER] will be recognized for 1 hour. The Chair recognizes the gentleman from Illinois [Mr. KLUCZYNSKI].

Mr. KLUCZYNSKI. Mr. Chairman, I yield such time as he may desire to the distinguished gentleman from Maryland, the chairman of the Committee on Public Works [Mr. FALLON].

Mr. FALLON. Mr. Chairman, 10 years ago I had the honor of bringing to the floor of the House the legislation which became the Federal-Aid Highway Act of 1956, providing, for the first time, a sound program for the construction of a comprehensive and coordinated national system of expressways, designed to meet the economic and defense requirements of our Nation, the National System of Interstate and Defense Highways. The 1956 act brought into being the greatest road construction program in the world's history.

Today, 10 years later, more than half of the Interstate System is open to traffic and State highway departments are proceeding steadily toward the completion of the system.

Since the 1956 act was passed, it has been amended several times as the need for changes in the program became ap-

parent. I am personally very proud of the fact that the House Committee on Public Works has always approached highway legislation with a nonpartisan point of view. Both the majority members and minority members have made great contributions to the development of sound legislation.

We have before us today H.R. 14359, the Federal-Aid Highway Act of 1966. It has been developed in a nonpartisan fashion and represents the views of the committee concerning the future course of the Federal-aid highway program and the programs for the various categories of highways which are in the Federal domain.

With reference to the interstate program, the committee was confronted not only with the fact that the 1965 cost estimate submitted by the Secretary of Commerce indicates that an additional \$4.9 billion in authorizations is required to cover the cost of completing the Interstate System but also with the fact that the 1965 cost estimate is now obsolete. In order to obtain the most accurate picture possible of the total cost, the committee asked the Federal Highway Administrator to make further estimates, taking into account the cost of certain improvements in highway design and the upward trend in construction costs as shown by contractors bid prices. In this way, the committee has determined that additional authorizations of \$8.921 billion are needed to cover the Federal share of the cost of completing the Interstate System. The total cost of Interstate System construction from July 1, 1956, through the completion of the system is \$51.223 billion. Of this, the Federal share is \$46.021 billion and the State's share is \$5.202 billion.

The Interstate System authorizations provided in H.R. 14359 reflect this realistic view of the cost. It should be understood that the Interstate System program is financed entirely from the highway trust fund and that appropriations to support authorizations cannot be made beyond the capability of the highway trust fund. The enactment of H.R. 14359 will place the financial problem of the highway trust fund in sharp focus, but will not create a deficit.

The legislation also provides authorizations from the highway trust fund for the continuation of the A-B-C highway program for fiscal years 1968 and 1969. The A-B-C highways include the Federal-aid primary system, exclusive of interstate highways, and the Federal-aid secondary system, together with the urban extensions of the primary and secondary systems. These highways, extending approximately 850,000 miles, reach into every section of every State, serving both rural and urban areas. The reported bill continues A-B-C authorizations for 2 years at the existing level of \$1 billion annually. These funds are matched by the States on a 50-50 basis.

The bill authorizes \$243 million for fiscal year 1968 and \$250 million for fiscal year 1969 to carry out the Highway Beautification Act of 1965. Certain amendments in the Highway Beautification Act are proposed which will have the effect of making the act more workable. In drafting this legislation, the commit-

tee has reaffirmed its conviction that funds earmarked for highway construction should not be diverted to the highway beautification program. Safeguards are provided to prevent such diversions.

A total of \$541 million is authorized from the general fund of the Treasury for the several categories of public domain roads for the 2 fiscal years 1968 and 1969. This includes \$66 million for forest highways, \$14 million for public lands highways, \$340 million for forest development roads and trails, \$5 million for public lands development roads and trails, \$55 million for park roads and trails, \$20 million for national parkways, and \$41 million for Indian reservation roads and bridges.

One of the major problems in the construction of urban highways is that of relocating and reestablishing the families and business organizations displaced by construction projects. H.R. 14359 would authorize the Secretary of Commerce, in cooperation with Federal and State agencies, to make a comprehensive study of this problem and to submit his findings no later than next January.

The provisions of H.R. 14359 which I have just described are the major points of the bill. It is constructive and forward looking legislation and its enactment will expedite continued progress in the development of our national highway system.

The modernization of the highway system, including the timely completion of the interstate program, is a matter of vital importance. The continued economic growth of the Nation depends on the efficiency and vitality of its transportation system. Modern highways prevent economic waste by providing for the fast and economic movement of people and goods. And the provision of highways of the interstate type results in the saving of many lives which would otherwise be lost in traffic accidents.

These are among the reasons that Congress should take action to provide for the on-schedule completion of the Interstate System.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. FALLON. I will be glad to yield to the gentleman.

Mr. GROSS. Mr. Chairman, can the gentleman or the members of the committee give me any idea as to how many cities of 70,000 population or more have no interstate connections or no approved program for an interstate connection in the near future? How many such cities are there in the United States?

Mr. FALLON. How many do not have an interstate program?

Mr. GROSS. Mr. Chairman, perhaps I could get the information later.

I would like to ask the gentleman another question.

Mr. Chairman, in view of the fact that we are deeply involved in a war and a terribly costly war, many thousands of miles from this country, does the gentleman not think that we might well have dispensed for the time being with the beautification program and thereby save some \$250 million a year?

Mr. FALLON. What we are doing is carrying out the judgment of the Con-

gress of 1965 in providing what was asked for by the Congress in this bill.

Mr. GROSS. But I would hope the Congress, even though it authorized the program 2 years ago—or a year ago—could change its mind under the circumstances and hold back at least until we can see some daylight insofar as financing the war is concerned, as well as the deficit spending and inflation that plagues the country.

Mr. FALLON. Mr. Chairman, may I say to the gentleman, what the committee did in my judgment was incumbent upon them to do and that was to carry out the legislation that was passed by this Congress in 1965.

The CHAIRMAN. The gentleman from Maryland has consumed 11 minutes.

The Chair recognizes the gentleman from Illinois [Mr. KLUCZYNSKI].

Mr. KLUCZYNSKI. Mr. Chairman, H.R. 14359 as reported authorizes appropriations for fiscal years 1968 and 1969 for the Federal-aid highway systems—interstate, primary, and secondary—and for the public domain roads, highway beautification, and certain needed related studies.

The 41,000-mile Interstate System is now half complete. In January 1965 the Secretary of Commerce, as required by law, submitted to the Congress the 1965 estimate of cost to complete the Interstate System. The 1965 estimate reported a cost increase of \$5.8 billion over the 1961 estimate.

Three billion, six hundred thousand dollars of the 1965 cost increase resulted from additions and adjustments to the system, all attributable to requirements of increased traffic demands and to lengthening the serviceable life of the system. Nearly \$2 billion of the increase resulted from right-of-way, engineering, and construction cost increases.

Last year the committee withheld approval of the 1965 cost estimate, approving instead a joint resolution which authorized \$3 billion only for the fiscal year 1967.

It was the committee's position then, as it is now, that while the 1965 estimate was sound as far as it went, it did not include all the known and foreseeable factors that will make up the total cost of the Interstate System.

Testimony before the committee in April of this year disclosed that the 1965 estimate was based on 1963 construction costs. Since 1963 there has been a consistent 2½-percent increase in construction costs, and the committee is convinced that unless there is a substantial change in the general economic condition of the Nation, these costs will continue to increase at about the same rate. The Bureau of Public Roads estimates that this price trend increase will add an additional \$3.39 billion to the Federal cost of completing the Interstate System.

It also became obvious during the hearings that certain additional design features, including four-lane construction throughout, would have to be included in the system. The Bureau estimated that these changes would add another \$630 million to the Federal cost. The next cost estimate required by law is not due to

be submitted until January 1968. There is no reason to believe that the policy which based the 1965 estimate on 2-year-old cost figures, and precluded inclusion of reasonably foreseeable price increases, will be any different in 1968 than it was in 1965.

The committee believes that we should act on an accurate and up-to-date estimate for actual completion of the system. The authorizations contained in the reported bill represent the most realistic estimate that can be provided. The committee has therefore approved an extra year of authorization for the Interstate System and increased the authorizations for the year 1968 through 1972 to cover this new estimated cost. That total cost is now \$51.223 billion, of which the Federal share is \$46.021 billion. Actual construction on this schedule, would be completed in 1973 instead of 1972.

It has been suggested that these increased authorizations are inflationary, or contribute to an unbalanced budget, or to increasing the national debt. None of these statements is true. We are committed to completion of the Interstate System at the earliest possible date. Everyone—the Congress, the States, the construction industry, and the people of the Nation—should know what it will involve. Under present law, the appropriations from the highway trust fund cannot exceed revenues in the trust fund. Therefore, if the revenues are not sufficient to permit appropriation of the full authorization, obviously the full authorization cannot be apportioned to the States. If the revenues going into the trust fund are not increased, we will be faced with a \$6 billion shortage of funds to complete the Interstate System by 1973, and the system would then not be completed until 1975 or later. That fact, however, does not relieve us of the obligation to be accurate about what the system is going to cost.

The reported bill continues the present \$1 billion annual authorization for the Federal-aid primary, secondary, and urban systems, from the highway trust fund.

It also provides, from the general fund, authorizations for the public domain roads for 1968 and 1969. The committee has approved the administration's recommended authorizations for all public domain roads except those for forest development roads and trails, which it has increased to \$170 million a year.

Our national forests are one of our most valuable national assets. National forest timber contributes \$1 out of every \$70 of the gross national product. In addition, the forests serve extensive recreation, water, mineral, and forage uses. I am sure you have all noted the recent publicity regarding crowded conditions in our national parks. Without adequate roads, the same situation will soon exist in the national forests. The forest road system must be a multiple-use system. The 10-year program approved by the Congress for development of this road system is already \$168 million behind schedule. If it is not put back on schedule, we will be jeopardizing the health and even the existence of our national forests; we will be jeopardizing the econ-

omies of the many businesses and communities dependent upon them; we will be receiving reduced prices for our national timber; we will be paying the timber purchasers to build inadequate roads, and then paying again for the same roads when we have to rebuild them for multiple use. The situation is therefore reduced to a simple question of profit and loss, and the committee believes that inadequate appropriations which result in the Federal Government's losing money on its basic resources is neither sound management nor a contribution to a balanced budget.

Sections 7 and 8 of the reported bill make it clear that beautification funds must come from the general fund, not from the highway trust fund, and contain authorizations for 1968 and 1969 of \$80 million for billboard control, \$48 million for junkyard control, and \$285 million for landscape and scenic enhancement.

These authorizations for highway beautification are the authorizations requested by the administration. At this point no one is able to say with any accuracy what billboard and junkyard control will cost, so these are, at best, estimates. The authorization for landscaping and scenic enhancement, however, is the 3 percent of Federal-aid funds specifically spelled out in the Highway Beautification Act, and it is not, therefore, subject to change without amending that statute.

Section 9 of the reported bill is identical with H.R. 6790, passed unanimously by the House last year, providing for an increase in the existing emergency fund authorization from \$30 million annually to \$50 million annually, and for a 3-year period of availability for expending the annual emergency fund authorization, thereby making the period of availability similar to that provided for regular Federal-aid highway authorizations. The committee feels that this authority in the use of emergency funds is essential to assist the States in the prompt and economic repair or reconstruction of highways seriously damaged or destroyed by disaster. These standby provisions will also lessen the need for special authorizing legislation to meet disaster situations as they arise.

Advance acquisition of rights-of-way before land is developed can result in large savings to the public. It can also lessen the inconvenience and hardships suffered by persons and businesses whose relocation is made necessary by future highway construction. The obstacle facing most States in effective advance acquisition is financing. Section 10 of the reported bill calls for a study to develop comprehensive information and guidance on all possible methods by which advance acquisition can be undertaken and financed. The report on this study is to be submitted in January 1967.

Section 11 of the bill spells out the congressional intent that when needed, and subject to requirements prescribed by the Secretary, State highway departments may continue to use private engineering firms to assist in the development of our highways. This puts into law, and thus eliminates administrative

difficulties, what has in fact been the practice for many years.

For a number of years the committee has been increasingly aware of the problems in taking care of relocation of people, businesses, and nonprofit organizations displaced by highway construction. The problem continues to grow more acute as we move to construct the roads needed to relieve transportation difficulties in our cities. Section 12 of the reported bill therefore requires a full study to determine what action can and should be taken to relieve this problem, with the report on the study to be submitted to the Congress in January 1967.

Section 12 requires that the Secretary, in cooperation with the governments of Guam and the Virgin Islands, make a study of the need for, and estimates and planning, relating to, highway construction programs for these two valuable and important territorial possessions of the United States. Development of both territories requires an adequate and safe highway system. No Federal agency presently has authority to assist them with such a program, nor does either receive direct Federal appropriations for this purpose. This report, also, is to be submitted in January 1967.

The Public Works Committee believes this is a sound, realistic, and forward-looking highway authorization bill, and that enactment of anything less would be misleading, inadequate to meet our needs, and poor fiscal policy.

Mr. ABERNETHY. Mr. Chairman, will the gentleman yield?

Mr. KLUCZYNSKI. I am happy to yield to the gentleman from Mississippi.

Mr. ABERNETHY. I should like to express to the gentleman my appreciation for his very comprehensive statement on this important legislation.

There is considerable interest, in numerous sections of the country, relative to the possibility of adding additional mileage to the Interstate System and possibly to other Federal systems.

Can the gentleman tell us what, if anything, is underway in that regard? Are studies being made? If so, by whom are they being made? When does the gentleman anticipate the studies will be completed and reported to the Congress?

Mr. KLUCZYNSKI. Under the Federal-Aid Highway Act of 1965 the Secretary of Commerce and the Bureau of Public Roads were directed to report to the Congress by January 1968 on what the future highway needs of the Nation will be beyond the present program. This report will then be made every second year thereafter.

This study will be carried out by the Bureau of Public Roads in conjunction with the highway departments of the 50 States.

Mr. ABERNETHY. As I understand it, the first report under this directive will be made January of 1968.

Mr. KLUCZYNSKI. That is correct.

Mr. ABERNETHY. Any recommendations that might be made and accepted by the Congress would, under the present law, be secondary to the current system; that is, they would take effect and begin with the conclusion of con-

struction of the current system. Is that right?

Mr. KLUCZYNSKI. That is right.

Mr. ABERNETHY. I thank the gentleman.

Mr. CRAMER. Mr. Chairman, will the gentleman yield on that point?

Mr. KLUCZYNSKI. I yield to the gentleman from Florida.

Mr. CRAMER. I think it is important to point out, however, I will say to the gentleman from Mississippi, that there appears to be some reluctance on the part of the Bureau of Public Roads to include in that study specific State recommendations, let alone Federal recommendations, concerning increased mileage on the Interstate System. For some time we had difficulty in even getting the Bureau to agree to request that the States make such recommendations to the Bureau. We overcame that hurdle. However, it is my opinion that unless considerable effort is exerted by the Congress, the report that comes up may not contain specific recommendations for later specific increased mileage. I think that would be wrong and we should do everything in our power to make certain it does include such recommendations.

Mr. ABERNETHY. You mean the recommendations from the State highway departments?

Mr. CRAMER. That is correct. Not only that recommendations should be obtained from the State highway departments, but that those recommendations be included in any report made to the Congress by the Bureau.

Mr. Chairman, I yield myself 10 minutes.

Mr. Chairman and Members of the Committee, this bill contains substantial authorization—

Mr. ABERNETHY. Mr. Chairman, will the gentleman yield to me briefly on the subject we just discussed a moment ago?

Mr. CRAMER. Yes. I yield to the gentleman from Mississippi.

Mr. ABERNETHY. I am not sure I understand the answer to my question regarding the Federal Interstate System and additions to such. As I understand it, a report is supposed to be made in January of 1968 including information and recommendations from the States and the Bureau of Public Roads relative to expanding the Interstate and Federal highway systems. Is that right?

Mr. CRAMER. As one of the drafters of that specific amendment, it was the intention of this Member that that be a required item.

Mr. ABERNETHY. One other question and I will not trespass further on the gentleman's time. If there is a recommendation to expand the Interstate System and should it be approved and written into the law by the Congress, in order for any portion of that to be put under construction concurrently with the present authorized Interstate System, there would have to be additional financing from some source, would there not?

Mr. CRAMER. That is correct. There will not be enough money in the trust fund to do the job presently authorized unless additional revenues are obtained.

Mr. ABERNETHY. Can the gentleman tell us what he thinks the prospects of such are now, that is, expanding the system in the next few years?

Mr. CRAMER. I do not think there is any question but what there will be considerable demand for increased mileage where there are obvious missing links. I can point to Florida as an example. The Tampa-St. Petersburg-Miami proposed Interstate extension has not been included in the existing system. It is an obvious missing link with dead end interstate routes I-4 and I-75 running into the Tampa-St. Petersburg area. That is but one example. We are going to need the increased mileages to complete these missing links on the system.

Mr. ABERNETHY. Does not the gentleman feel those missing links are of such prominence and importance that they would demand concurrent additional financing so that they might be put under construction with no delay?

Mr. CRAMER. There would have to be additional money which would have to be provided for its completion.

Mr. ABERNETHY. Of course, I realize that. And I thank the gentleman from Florida and also the gentleman from Illinois.

Mr. CRAMER. Or the presently authorized highway-user taxes would have to be made available to the trust fund after 1973.

As this is going at the present time, Congress will have to act upon it in 1968, because it takes about 4 years to tool up the program.

Mr. ROBISON. Mr. Chairman, will the gentleman yield to me before he commences his general statement?

Mr. CRAMER. Yes, I yield to the gentleman from New York.

Mr. ROBISON. Mr. Chairman, I thank the gentleman from Florida for yielding, because I was on my feet attempting to get the attention of the distinguished gentleman from Illinois [Mr. KLUCZYNSKI], but I failed to do so before the gentleman sat down.

Mr. Chairman, I noticed in the preliminary remarks made by the gentleman from Illinois [Mr. KLUCZYNSKI], that he told us that the Interstate System was, roughly, one-half complete. And, the report also indicates that work has either been completed or is underway on some 94 percent, or 41,000 miles of the Interstate System.

Now, Mr. Chairman, these kinds of figures are impressive, and they have always impressed me; but I cannot ignore the fact that we have made a part of such progress, and a rather substantial part of it, by virtue of the fact that some of the more progressive States—including my State of New York, and that of the gentleman from Illinois [Mr. KLUCZYNSKI], and I believe the gentleman from Florida as well—constructed mileage prior to the beginning of the Interstate System which was later incorporated into the system and has therefore been contributed to the system by these various States.

Mr. Chairman, this represents a substantial part of the progress which has been made under this program, and I would like to ask the gentleman from Florida if there is any intention on the

part of the subcommittee, or on the part of the full committee, at sometime in the future to consider this unresolved question of reimbursement to the various States for the mileage they have contributed to the Interstate System?

Mr. CRAMER. Mr. Chairman, I say to the gentleman from New York that a report has been made on that to the Congress and this question will be dealt with and treated in the January 1968 report to the Congress as well. The decision can be made then by Congress relating it to the bill then pending before it.

Mr. Chairman, it was my position, and that position has been substantiated since, that we have got to build the roads first before we start talking about reimbursements for existing highways. The gentleman from Illinois [Mr. KLUCZYNSKI] probably takes a different position and the gentleman might want to comment upon the question of reimbursements on toll roads.

Mr. KLUCZYNSKI. Mr. Chairman, if the gentleman will yield further, I believe the gentleman from Florida is correct with reference to the question of reimbursement and that the question of reimbursements be held in abeyance until we complete the Interstate Highway System.

However, I would hope that we could have reimbursement by the target date for completing the system—1972 or 1973.

Mr. ROBISON. Mr. Chairman, will the gentleman from Florida yield further?

Mr. CRAMER. Yes, I yield further to the gentleman from New York.

Mr. ROBISON. I am glad to hear that statement, because I hope we do not lose sight of the fact that somewhere along the way New York State did contribute \$799.1 million worth of mileage to the Interstate Highway System and I hope that some day we will be considered as eligible for reimbursement for that amount.

Mr. Chairman, I thank the gentleman from Florida for yielding.

Mr. CRAMER. Mr. Chairman, I will say to the gentleman from New York that after the 1972 or 1973 program New York State will receive a fair and equal break inasmuch as toll roads will not be involved in that situation.

Mr. ROBISON. I thank the gentleman from Florida.

Mr. CRAMER. Mr. Chairman, this bill contains the total authorization completion date of the 1973 programs and other programs including some \$11,955,150,000. That figure includes the \$8.9 billion for Interstate completion; \$493 million for 1968 and 1969 relating to beautification; highway study, Guam and the Virgin Islands, \$150,000; and emergency relief, \$50 million per year. The Alaskan system is not included in this bill, but it is included in the Senate bill. Furthermore, the A-B-C authorization is for \$2 billion for the 2-year extension. Of course, public-donated roads and others total another \$541 million.

Mr. Chairman, this is indeed a substantial authorization bill; however, it is a bill which, of course, Congress must

act upon and must act upon in the immediate future.

Mr. Chairman, allocations for fiscal year 1968 are supposed to be made in the month of August of this year.

They are made about a year and one-half in advance so that the States can properly tool up for the actual letting of contracts in the fiscal year in which funds are made available. Therefore, allocations are made traditionally a year and one-half in advance. That is why this bill is before you now in order that funds and programming funds can first be assured starting in fiscal year 1968. In addition, planning and programming can go ahead now in anticipation of spending in 1968 and the years thereafter.

That is why this bill is here. It has to be here for the purpose of authorizing the Interstate System for those years, the primary system for those years, the public lands and parks and trails authorizations, plus the other necessary authorizations contained in it.

Mr. DERWINSKI. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I will be glad to yield to the gentleman from Illinois.

Mr. DERWINSKI. Mr. Chairman, there is nothing in this bill for the acquisition of bankrupt toll roads or skyways; is there?

Mr. CRAMER. I say to the gentleman that we have discussed that subject once before here today. There is nothing in the bill concerning such acquisitions. As far as I am concerned, I hope there never is any such provision in a Federal-aid highway bill. I say that Congress is constantly under appeals to bail out those projects.

Mr. DERWINSKI. But there is nothing concerning that in this bill specifically?

Mr. CRAMER. Not in this particular bill. They did bail one out in the State of West Virginia by making it a part of the interstate highway mileage allowance to that State. But I personally am hoping that it will never happen again.

Mr. DERWINSKI. I thank the gentleman for providing the information.

Mr. CRAMER. There is nothing in this bill to provide authority to do that.

Mr. DERWINSKI. I thank the gentleman.

Mr. CRAMER. Mr. Chairman, I do not want to duplicate the remarks made previously, but there are a couple of points I think are of interest and they should be discussed.

I think it is important for every Member of this House to know the trouble this interstate system is in relating to financing. As it is proposed in this bill and by the administration, this program could not be completed until 1973. When it was initially started in 1956, the highway user who was paying for it was told by the authorities that it would be completed in 1970 with 41,000 miles on interstate highway system. Because of increased cost estimates, it has gone up now to a \$51 billion estimate as of our 1965 estimates which are in excess of a \$10 billion increase. With the other increased cost factors, the system will not be completed until 1973 and only then if

there is provided to be paid into the trust fund approximately \$6 billion more.

Mr. Chairman, the trust fund is unfortunately \$6 billion short of doing a 41,000-mile job even by 1973.

Mr. Chairman, I hope everyone understands this problem. This authorization provides the vehicle to finish it by 1973, as it relates to authorizations, but the Committee on Public Works does not have the authority to provide the money. It belongs to the Committee on Ways and Means to put enough taxes into the trust fund to do the job or in the alternative to provide it through appropriation processes from the general fund.

Mr. Chairman, as of today with the Byrd amendment in existence, the money, other than the beautification and safety features, has to come out of the trust fund. The trust fund is \$6 billion short.

We hear all about the money that is needed for the antipoverty program and these other boondoggling programs that have not been proven on the basis of merit, but there seems to be little leadership to get enough money into this trust fund to do this job even by 1973, which, in my opinion, will do more to fight poverty, to help the economy of this Nation, and to keep faith with the motorists by finishing it at least by 1973 than any poverty program. If this \$6 billion is not put in the trust fund what is going to happen is that the program will have to be stretched out at least until 1975 or perhaps over 1976. I am hoping that the leadership will come from the administration on this critical and important program, which is a proven one, to provide adequate funds to do the job.

Mr. Chairman, that leadership clearly does not exist today. Nothing in my opinion is going to be done this year by the administration to put more money into the trust fund. Then the question is, Will it be done next year? Every year we miss, we are stretching it out that much further.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I will be glad to yield to the gentleman from Iowa.

Mr. GROSS. If the Johnson galloping inflation is not stopped, the situation will become even more desperate; is that not correct?

Mr. CRAMER. Yes; that is obviously true. The increased cost is now going up about 2.5 to 2.7 percent a year. If the cost of living and cost of construction continue to go up, the cost of the program could be greater than even that contained in the authorization.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield to the gentleman from Missouri.

Mr. HALL. I appreciate the gentleman's yielding and I appreciate his remarks as well as those of the chairman and the chairman of the subcommittee.

My question pertains to section 11 on page 17 of the bill under "State highway departments." Would this same inflationary spiral, the decreased purchasing value of the dollar, the slippage, the in-

creased cost of construction and the deficit funding be responsible for the complaints that we as Members get from the various State highway departments that the matching funds are slipping further and further behind; first one quarter, then two quarters, and even in some instances and, paradoxically enough, in the instances of the States that have contributed the most and that are further along with the interstate program, receiving their matching funds so that they can fulfill their contracts that are being let on time? I have many complaints from State highway departments about the Federal matching funds slipping further and further behind, by quarters. Is the explanation which the gentleman has given to this general slippage and an extenuation of the program to 1973 and even to 1975 also responsible for that?

Mr. CRAMER. It has been my opinion that the administration has, for a period of time, withheld allocations for future construction inordinately and unnecessarily, whereas if they had been let from the States that are accustomed to expect them, there would not have been the slowdown. In my opinion it was done for the purpose of cutting back Federal expenditures, supposedly to try to fight inflation. But this is not an area in which the cuts ought to come.

Mr. HALL. I certainly agree with the gentleman. It is very embarrassing to the good State highway commissions, and it is certainly another example of deficit financing on the part of the Government so they can spend elsewhere.

Mr. CRAMER. That is correct. It is also important to point out one or two other aspects of this bill. The administration sent up a proposal that highway beautification should be paid out of the trust fund. They also said as an aside something like, "We would like to have 1 percent of the automobile excise taxes transferred to the trust funds to take care of that cost plus the cost of safety." They asked the Congress in effect to authorize the payment of the beautification program out of the trust fund without any assurance whatsoever that the cost of that program would be paid for by transfer of the 1 percent excise taxes.

I am proud to say that our committee refused to do so, either relating to safety or to beauty. This bill specifically states that safety and beauty money must not come out of the trust fund unless there is transferred to the trust fund the 1-percent highway excise tax and, of course, that is just transferring money from one pocket to the other.

In any event, it prevents highway construction money from being used, as could be done under the administration's proposal for beautification and safety which is a substantial sum as this bill itself indicates. So we accomplished that objective, and that is now tied down without any question.

In addition, we have provided for what I think are necessary studies relating to relocation assistance and to the advance acquisition of rights-of-way. For a number of years we have had on the books the Cramer amendment, which

provides for 7-year advance acquisition of rights-of-way. The States do not use it, and we want to know why.

It is essential that the people along the future acquisition routes are treated with some equity.

Unfortunately, they sit around for 20 years, knowing their property is going to be taken, with no relief.

AUTHORIZATIONS FOR APPROPRIATIONS

Mr. Chairman, one of the most important provisions of this bill, H.R. 14359, is the increased authorizations for completion of the Interstate System. As you know, the Secretary of Commerce submitted the 1965 Interstate Cost Estimate to the Congress on January 11, 1965. This estimate showed that the 41,000-mile Interstate System will cost \$46.8 billion to complete, which is \$5.8 billion more than the 1961 cost estimate. Of this \$5.8 billion increase, the Federal share is \$5 billion, making the total Federal cost \$42 billion.

The House Committee on Public Works held hearings on the 1965 estimate last year and concluded that, although the estimate appeared to be sound on the bases upon which it was made, it did not reflect the full actual cost of completing the system. The committee withheld final action on the estimate, and Congress merely approved the estimate for the purpose of apportioning Interstate funds authorized to be appropriated for fiscal year 1967. The 1967 authorization was increased by \$100 million, leaving unauthorized \$4.9 billion of the \$5 billion increase contained in the estimate.

Extensive hearings were held this year on the estimated cost of completing the Interstate System. The testimony disclosed that the 1965 cost estimate was based upon 1963 calendar year construction prices, and that unit prices have consistently increased at the average rate of 2½ percent per year since 1963. It further appeared from the testimony that unless there is a substantial change in the general economic condition of the Nation, construction costs will continue to increase at about the same rate during the foreseeable future. The Bureau of Public Roads, in response to a request by the committee, has estimated that this price trend increase will add an additional \$3.391 billion to the Federal cost of the Interstate System over the remaining period of its construction.

It also became obvious during the hearings that additional design features would have to be included in the Interstate System before its completion to maintain the high standards we have come to demand of the system. With the passage of time, from one estimate to another, conditions change, forecast traffic volumes increase, and technology and design concepts advance, all of which result in constant upgrading of standards. There will be additional costs to provide for such things as full widths of shoulders across long bridges where traffic volumes require, more traffic lanes, additional interchanges, and depressed sections in urban areas.

There are continuing pressures to add ramps to simple grade separation struc-

tures, to convert them into interchanges so as to meet the needs of increasing traffic and growing communities. For example, the 1965 estimate provides for 754 more interchanges than were included in the 1961 estimate, and undoubtedly the next cost estimate will include still additional interchanges. The average distance between interchanges on the Interstate System, included in the 1965 estimate, is 1.1 miles in urban areas and 4.4 miles in rural areas. As communities grow and urban limits expand, more interchanges are needed. The bill also requires, in the interest of safety, that the entire Interstate System be constructed with a minimum of four traffic lanes. This will necessitate some 1,426 miles of highways, now planned or constructed as two-lane facilities, to be increased to four lanes, at an estimated cost of \$265 million. The Bureau of Public Roads has estimated that these design changes, including four-laning of the system, will add another \$630 million to the Federal cost of completing the system.

The administration has recommended that additional authorizations for the Interstate System be limited to the \$4.9 billion increase contained in the 1965 cost estimate and that any additional increase await submission of the next cost estimate. Under existing law, as interpreted by the Bureau of Public Roads, the Interstate System is to be completed by September 30, 1972, and only two additional cost estimates are to be submitted, the next one in 1968 and the last one in 1969.

The committee is of the opinion that it is unrealistic to ignore known increased costs which have occurred since 1963 and future increases in cost which appear certain to occur. If funds for these additional costs are not authorized until the next cost estimate is submitted to the Congress in 1968, large additional sums will have to be compressed into 2 or 3 years of authorizations, commencing with authorizations for fiscal year 1970, or a substantial stretchout of construction and delay in completion of the Interstate System will result. The system should be completed as nearly on schedule as possible in the interest of highway safety, the national economy, and national defense. It is estimated that completion of the Interstate System alone will save 8,000 lives annually. Furthermore, if future cost estimates are based upon prices and conditions as they exist on a cutoff date a year before the estimate is submitted to the Congress, as has been the practice in the past, and do not take into consideration additional costs that have occurred or are reasonably anticipated in the future, completion of the system would be dragged out interminably if authorizations never exceeded the cost estimates.

By authorizing funds now for known and reasonably anticipated increased costs, the additional authorizations can be spread over the maximum number of years remaining for completion of the system and thereby avoid peaks and valleys in the construction program, which is costly and places severe strain upon

State highway departments and the construction industry.

After thorough deliberation, the committee decided that the \$4.021 billion increase in cost contributable to rising prices and design changes, as well as the \$4.9 billion increase contained in the 1965 estimate, should be authorized at this time. Thus, H.R. 14359 increases the authorizations for the Interstate System by \$8.921 billion. The administration's proposal for a \$4.9 billion increase added 1 additional year of authorizations, for fiscal year 1972. The bill approved by the committee retains this limit on the period of authorizations and distributes the additional \$8.921 billion over the fiscal years 1968 through 1972, for completion of the Interstate System in 1973.

Based upon testimony presented at the hearings, the committee has determined that the best estimate of the cost of completing the system is \$51.223 billion, of which the Federal share is \$46.021 billion and the States share is \$5.202 billion.

The committee also continued the \$1 billion annual authorization level for the A-B-C program for fiscal years 1968 and 1969, and provided necessary authorizations for Federal domain roads.

HIGHWAY TRUST FUND REVENUES

Providing necessary authorizations for appropriations to complete the Interstate System solves only half of the problem, however, for additional revenues must be provided to finance part of the increased authorizations. The estimated receipts of the highway trust fund, under existing law, will exceed estimated expenditures for the Federal-aid highway program—assuming continuation of the A-B-C program at its present level—including the existing authorizations for the Interstate System, by \$2.939 billion. Thus, the additional authorizations of \$8.921 for the Interstate System will result in a trust fund deficiency, under present tax laws, of approximately \$6 billion.

There are several financing methods available to the Committee on Ways and Means to provide this additional \$6 billion, including the following: First, imposition of new or increased highway user taxes; second, transferring to the trust fund all or a portion of the 7-percent automobile excise taxes that now go into the general fund of the Treasury; third, extending the present October 1, 1972, termination date of the highway trust fund and continuing the fund's present revenues, and fourth, repealing or suspending provisions of section 209(g) of the Highway Revenue Act of 1956—the Byrd amendment—to permit appropriations to the trust fund of advances from the general fund to be repaid with interest from later revenues to the trust fund.

It is hoped that the Committee on Ways and Means will take early action to finance the additional authorizations for the Interstate System, so that it may be completed in 1973. However, until such time as needed additional revenues are provided, under operation of existing law, the Secretary of Commerce can apportion funds authorized for the Inter-

state System only in amounts that do not result in expenditures in excess of amounts available in the highway trust fund. Thus, based upon present estimates, if no additional revenues are provided for the trust fund, \$6 billion of the authorizations for the Interstate System contained in H.R. 14359 cannot be apportioned to the States.

PROTECTION OF THE HIGHWAY TRUST FUND

The committee has consistently taken the position that the highway trust fund shall be used only for highway construction. This position is reiterated in H.R. 14359 by specifically providing that authorizations for the Interstate System and the A-B-C program cannot be used to carry out the Highway Beautification Act of 1965, sections 131, 136, and 319(b), title 23, United States Code, or any provisions of law relating to highway safety enacted after May 1, 1966.

The Highway Beautification Act prohibits use of the highway trust fund to carry out its provisions and authorizes appropriations from the general fund of the Treasury for the first 2 years. The administration has asked that this prohibition be repealed and has recommended that one point of the present automobile excise tax, along with such additional amounts from the general fund as may be necessary, be appropriated to the trust fund to finance the Highway Beautification Act and traffic and highway safety programs now being considered by the Congress. To insure that the already inadequate revenues of the trust fund will not be diverted from highway construction to other purposes, the bill provides that no moneys shall be appropriated from the trust fund to carry out the Highway Beautification Act or any highway safety legislation enacted after May 1, 1966, except to the extent that at least an equal amount of money, in the aggregate, shall have been first appropriated to the trust fund from the imposition of a 1-percent excise tax on automobiles or from the general fund.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

Another important provision of H.R. 14359 directs the Secretary of Commerce to make a full and complete investigation and study of advance acquisition of rights-of-way for future construction of highways on the Federal-aid system and to submit a report thereon, together with recommendations, to the Congress by January 10, 1967. The committee intends that this study and report include, but not be limited to, the advantages and disadvantages of advance right-of-way acquisition; the extent to which the several States now have legal authority to, and in fact do, acquire rights-of-way substantially in advance of highway construction and the sources and adequacy of funds for such purpose; the time required for removal and disposal of improvements located on rights-of-way and for the relocation of affected individuals, businesses, institutions, and organizations; the management of real property, after its acquisition and before its use for highway purposes, and the costs thereof, including but not limited to, costs of maintenance and preservation of the property, insurance, and taxes;

methods that could be employed, by both the States and the Federal Government, for financing advance right-of-way acquisition, including the possible creation of special funds, either revolving or non-revolving, for such purpose; the extent to which Federal-aid funds should participate in the costs of advance acquisition of rights-of-way, including interest and holding charges, and in the costs of managing such properties until used for highway purposes; and the extent to which the Federal Government should share in the income produced by such properties.

The rural countryside adjacent to urban areas is rapidly being developed for residential subdivisions, shopping centers, and industrial parks. The few remaining empty lots in cities are disappearing fast, and old residences and commercial buildings are being razed to make way for new multi-story office buildings and apartment houses. In many cases, State highway officials have been compelled to watch helplessly as unimproved land is developed with expensive structures and improved lands further developed, without being able to acquire those portions which they know will be needed for highway construction within a few years. Without the proper legal and financial tools highway officials are powerless to acquire such properties at a time when this could be done at minimum expense to the taxpayers. It is hoped that this study will chart the course for providing such tools.

RELOCATION ASSISTANCE STUDY

Highway construction in many urban areas has been plagued by problems of relocation of persons and businesses to be displaced by highway projects. Apparently, the existing provisions of law for relocation assistance have proved to be inadequate in some areas. H.R. 14359 directs the Secretary of Commerce, in cooperation with the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, to make a full and complete study and investigation to determine what action can and should be taken to provide additional relocation assistance for persons, businesses, and nonprofit organizations displaced by Federal-aid highway projects and to submit a report, together with recommendations, to the Congress by January 10, 1967.

The committee intends that the study include, among other things, consideration of payment of full relocation costs, rather than the maximum of \$200 for an individual or family and \$3,000 for a business, as now provided by Federal-aid highway law; the coordination of highway construction with other types of construction within an area; the feasibility of constructing within the highway right-of-way or upon adjacent property, publicly or privately owned buildings or other facilities to aid in the relocation of displaced persons, businesses, and nonprofit organizations; and the sources of financing and the sharing of costs of such land, buildings, and facilities.

OTHER PROVISIONS

The Federal-Aid Highway Act of 1966, as ordered reported by the committee, contains other provisions to authorize

the appropriation of funds for carrying out the Highway Beautification Act of 1965, to increase the amount of funds available for the repair or reconstruction of highways damaged as the result of natural disasters, to authorize State highway departments to use consulting engineers in accordance with requirements prescribed by the Secretary of Commerce, and to authorize the Secretary to make highway studies in Guam and the Virgin Islands.

(Mr. CRAMER asked and was given permission to revise and extend his remarks.)

Mr. JONES of Alabama. Mr. Chairman, I rise in support of H.R. 14359, the Federal-Aid Highway Act of 1966. Each of us and each citizen of this great country recognizes the vast improvements which are taking place in our highway systems.

This legislation will continue highway development at a phased and orderly rate and provide for significant improvements in the fields of safety, beautification, relocation assistance, and highway design. This legislation authorizes funds for the next 2 years which are vital to the continued program of construction and improvement for the Interstate System as well as primary, secondary, and urban roads.

The Interstate System has conferred spectacular benefits on our country and on our people. Most citizens praise the ease, comfort, and time-saving advantages provided by this system which is still less than half completed and forget about other real and valuable benefits of the system.

In 1956 when we created this program, the Nation's industries were operating at less than capacity. Steel production, for example, was running about 38 percent of capacity. We passed this great act, and we have witnessed an upturn in our economy which is unprecedented.

The interstate program contributed heavily to this upswing. Construction of bridges and heavy duty highways required vast amounts of steel, concrete, and other building materials. The construction provided jobs for tens of thousands which in turn spread economic benefits throughout the free enterprise system.

With highway travel becoming more pleasant, people have found places to go, creating demands for automobiles, petroleum products, tires, motels, restaurants, and the vast portion of the economy devoted to recreation and tourism. Indeed, 92 percent of all intercity passenger travel is by highway.

The highways have opened up new and previously isolated areas where new and previously isolated areas where new industries are reviving dying villages and where rural areas are brought into direct contact with the centers of commerce and industry.

A very important benefit of the Interstate System has been the saving of human life. With only half of the interstate mileage open to traffic, experts estimate that more than 3,000 people are alive today who would have been killed last year alone if they had been required

to make their trip over inadequately designed highways.

And the state of highway design for improved safety is increasing every day. These new safety features will be incorporated into the future mileage of the Interstate System and will be used to make improvements as well in the primary, secondary, and urban roads.

In considering these vast and enormous benefits, it behooves us to push for the most rapid completion of the Interstate System and the improvement and expansion of our primary and secondary roads.

The Federal-aid highway program, which was first conceived 50 years ago, has been a landmark in the relations between Federal Government and the States. It is fortunate that this Federal-State partnership has worked so well and has achieved a sound working operation.

We need this partnership now more than ever because the vast benefits of the Interstate System accelerate year by year and it is unthinkable that we do anything to halt or slow this climb.

Therefore, I urge adoption of H.R. 14359. It is an investment in an enterprise which guarantees returns all out of proportion to the costs involved. It is a guarantee of our national future whose existence depends largely on balanced transportation. It is a demand to meet our obligations to our people and to our future.

Mr. KLUCZYNSKI. Mr. Chairman, I yield such time as he may consume to the gentleman from California [Mr. JOHNSON].

(Mr. JOHNSON of California asked and was given permission to extend his remarks at this point in the Record.)

Mr. JOHNSON of California. Mr. Chairman, I rise in support of H.R. 14359, the Federal-Aid Highway Act of 1966. We are familiar with the many programs which are covered in this legislation, including the State highways, Federal aid to secondary roads, the forest highways and development roads and public lands highways and development roads; and certainly I want to join those who have spoken in support of these authorizations which will permit our highway and road development programs to continue at a realistic pace. All of these categories of roads are important to the Nation, to the State of California, and to the 19 counties of the Second Congressional District, which I am proud to represent.

There is, however, one category which I would like to discuss in detail because of the urgent need for a realistic and adequate program of financing the development of roads and trails in our national forests.

As many of my colleagues know, the Second Congressional District contains approximately 12,500,000 acres of national forest land, so I have reason to be intimately acquainted with the national forest problems of the State of California and the Nation as a whole.

We in the Second Congressional District and throughout California are particularly concerned that our forest resources be developed fully so as to con-

tribute a full share toward the National economy and enjoyment of recreation by the American people. The national forest timber contributes to an industry which provides a great proportion of all employment in my congressional district. As solid evidence of the impact of the timber industry upon the 19 counties of the Second Congressional District, I should point out to you that in the last calendar year, national forest timber sales alone accounted for approximately \$14 million in revenues, a substantial factor in our economy and a substantial return to the Federal Government realized through sound management of one of our natural resources. Expanding the development of these roads which are relatively inexpensive-type roads will increase this return to the Federal Treasury. There are about 70 million acres of commercial timberland in California and about 9 million of these acres are publicly owned, principally within the national forests. This acreage of commercial timberland constitutes about 17 percent of the total land area of our State. In some counties which I represent, national forest lands amount to as much as 75 to 80 percent and more of the land area.

On account of the intermingled nature of forest land ownership within the national forest area, it is desirable that, from the standpoint of economy, a single road system be developed to serve all needs. Public Law 88-657 provided the framework under which this road system can be systematically developed with each beneficiary sharing in costs. Such a road system should be constructed to standards needed to provide for all uses, not only timber. It is important, from a timing standpoint, that Federal funds be available to match private funding in building roads to these intermingled lands. I have been told that at the present rate of financing, it has been impossible to build all roads, constructed in connection with national forest timber sales, to maximum economy standards for full multiple use requirements. At the present level of financing more and more roads originally contemplated to require Federal financing have been shoved off on the timber operator and constructed as a condition of timber sale contract.

In addition to the timber resources in national forests, recreation, hunting and fishing are needed to take care of our population. I should point out at this point that these national forests attracted total of 13,916,000 visitor-days of recreation use during the last calendar year of 1965. I think you can readily appreciate the impact of recreation on the economy of our area and the importance of providing adequate access to these Federal lands which are used so heavily for recreation purposes. California's resources, especially recreation resources, are shared by the Nation as a whole.

It is unfortunate that we have not been able to finance forest development roads and trails to the extent contemplated in the "Program for the Development of the National Forests," which was

submitted to the Congress by President Kennedy in 1962. I have asked the Forest Service for a statement regarding progress on this program and find that the accumulated authorizations for roads and trails up to fiscal year 1967 will lag behind the program by approximately \$169 million. I have also been told that the contemplated 10-year level of financing for fiscal years 1968 and 1969 are \$167 million and \$169 million, respectively. Unless finances are substantially increased, many opportunities which exist for cooperative financing and for preserving resources value would be lost. I therefore recommend that authorization for fiscal years 1968 and 1969 be increased to \$170 million each year as recommended by the committee. Thank you.

Mr. CRAMER. Mr. Chairman, I yield 5 minutes to the gentleman from California [Mr. DON H. CLAUSEN].

(Mr. DON H. CLAUSEN asked and was given permission to revise and extend his remarks.)

Mr. DON H. CLAUSEN. Mr. Chairman, I rise to add my full support for the Federal Aid Highway Act of 1966, which is before this body today. The constantly increasing impact of the automobile on our society makes this legislation of utmost importance to the Nation, and I am sure our colleagues will recognize its importance by speedy passage of this measure.

There is an important provision in this bill to which I would like to call the attention of the House. This is section 6 which provides for an increased authorization of \$170 million for the construction of forest development roads and trails. In 1961, President Kennedy called for completion of this program by 1972 and this is the first time we have had a sufficient authorization to meet that particular goal.

An adequate system of roads and trails is the essential key to the proper development and management of natural resources in the national forests. The same could be said of the Bureau of Land Management areas. An expanded program of this nature will be a genuine and important achievement in making available to the public large areas of heretofore inaccessible Forest Service acreage. It will provide multiple use access for many groups; including, the forest products industry, the camper, the fisherman seeking mountain lakes and streams, the hiker, and young students interested in forestry, biology, and wildlife.

In the beautiful First Congressional District, which I am pleased to be able to represent, we have a large portion of our total area in national forests areas under the jurisdiction of the Forest Service. Already, this land provides us with excellent recreational areas, it furnishes the timber products industry with raw materials, it provides grazing land for cattle and it has not yet been developed to any significant extent. The bill before us today will help in that development.

I am especially pleased with the recommendations contained in this legislation to increase the authorization because I

have been working for forest development roads and trails for more than 10 years—ever since my service on the board of supervisors of my home county in California.

For the inclusion of the increased authorization for forest access roads, I pay my particular compliments to the gentleman from Illinois [Mr. KLUCZYNSKI], who is chairman of our Roads Subcommittee, and also to the members of the committee, and in particular to Mr. JOHNSON of California, who actually came to our area to see firsthand some of the roadbuilding problems we have in these inaccessible areas. He has stood fast in supporting our request to accelerate the forest access roadbuilding program.

I would also like to express my support for section 9 of this bill, which provides emergency relief where a natural disaster damages or destroys any highway on government land. I am only too familiar with the need to provide for rapid and effective reconstruction after a major natural disaster, because of what has happened with destruction in my area and many other areas of the United States that were hit by disasters in the past few years.

I also want to extend my support for and applaud the gentlemen for the comments they have made about doing everything possible to accelerate the completion of the Interstate Highway System as close to "on schedule" as is possible.

The fact that the gentleman from Florida has so ably articulated some of the financial problems we have in completing the program on schedule demonstrates that all Members of this Congress are going to have to develop a coordinated effort to present our case to the Ways and Means Committee, asking them to give priority to finding the ways and means of financing the program. I would like to suggest that in addition to the cost of \$8.921 billion that is authorized here and the \$6 billion as outlined by Mr. CRAMER, we should take into consideration the problem of the loss of lives.

When we think in terms of developing a safety program—and I should like to emphasize the safety aspects—I do not know of any program which would provide more safety in America than one to accelerate the completion of the Interstate Highway System.

We are losing some 50,000 lives per year. This is more than we lose in all wars, and more than in the war in Vietnam. We are all concerned about bringing the boys back home, but we should also give attention to saving some lives at home. We in the Congress, in cooperation with the States, must continue to press for the earliest possible completion of the Interstate Highway System. All America will appreciate our efforts.

Mr. CRAMER. Mr. Chairman, I yield 5 minutes to the gentleman from Ohio [Mr. BOW].

(Mr. BOW asked and was given permission to revise and extend his remarks.)

Mr. BOW. Mr. Chairman, I have taken this time in order to ask some

questions of the distinguished gentleman from Ohio [Mr. HARSHA]. I should like to address the questions to him.

I might say to the gentleman that I have had reports from my district concerning recent highway hearings, in which it has been said that Ohio is not getting its fair share of Federal highway funds, because Ohio does not utilize all the funds which might be available, and it has been said that some of the funds have been reallocated to Arkansas and other States.

In order to set the record straight, is it true that all highway funds for the ABC system are allocated on the basis of a rigid formula set forth in the highway law, in which population, area, mileage of rural delivery and star routes, percentage of population and of the population of urban places are the deciding factors?

Mr. HARSHA. Mr. Chairman, if the gentleman will yield I shall be glad to answer the question.

Mr. BOW. I yield to the gentleman from Ohio.

Mr. HARSHA. As the gentleman knows, he has conferred with me on a number of occasions on this particular problem, and both he and I have made exhaustive research and inquiry into the problem.

I can say to the gentleman from Ohio, categorically, that Ohio has not lost any funds under the Federal aid highway program. The gentleman is absolutely correct in the fact that he cites that Federal secondary and primary funds are distributed to the various States on a very rigid formula set forth in title 23 of the United States Code.

Mr. BOW. I thank the gentleman.

I have a further question. In conversations with the Bureau of Public Roads and the Ohio Department of Highways, I am informed that Ohio has always used every available Federal dollar authorized under the formula, and that this is true of every other State.

Does the gentleman know of any year in which Ohio or any other State failed to take advantage of all the Federal funds available?

Mr. HARSHA. If the gentleman will yield further, to my knowledge I know of no State, since the inception of this program, which has failed to take advantage of the funds allocated to it.

I do know that certainly Ohio has not failed to take advantage of them. But to the contrary has been very vigorous in its expedition of its highway program.

As a matter of fact, these funds are available not only in the year they are allocated, but also for the 2 succeeding fiscal years thereafter.

Mr. BOW. Let me ask the gentleman a further question. Is it true that allocations for secondary roads are made by State governments, so that there is some variation between the States, but in general it is a matter for local county officials to take advantage of whatever State and Federal funds may be available to the county?

Mr. HARSHA. If the gentleman will yield further, that is true. The Federal Government makes a 50-percent allocation toward the cost of these highways. It is solely up to the State to determine

what highways will be built, and where they will be built, and how the State raises the additional 50 percent. The Federal Government does not instigate any action or activity in the Federal-aid highway program. It is a primary responsibility of each State to determine the location, and what highways will be constructed, and when.

Mr. BOW. In other words, it would be true generally that a county is responsible to raise its own matching funds to take advantage of Federal funds, and so it is a county responsibility whether that county receives for secondary roads all of the money that is available for it? That is in Ohio. Is that correct?

Mr. HARSHA. If the gentleman will yield further, this is the situation in Ohio. There is some variation in other States, but the Federal Government is not concerned with where the State gets the second 50 percent to the allocation of funds. In Ohio it is my understanding that the State contributes 25 percent and the counties are responsible for a 25-percent contribution also. Unless they make this 25 percent available, why, of course, the State may allocate this money to some other county. So the responsibility is on each county to make available the funds.

Mr. BOW. With regard to the primary system, I believe it is correct to say that the government of each State has the responsibility to determine what roads within the State shall be built or improved with primary system funds, so that if any area within a State feels that it has been deprived or is less favored than another area, that fault must lie upon the county or district officials within the State who have been unable to argue successfully in State councils where the division of highway funds is made. Is that correct?

The CHAIRMAN. The time of the gentleman has expired.

Mr. CRAMER. Mr. Chairman, I yield the gentleman 3 additional minutes.

Mr. HARSHA. Mr. Chairman, if the gentleman will yield further, is it absolutely correct in this statement.

Mr. BOW. With regard to A-B-C moneys—the primary, secondary, and urban systems—is it not true that the functions of the Federal Government are limited to providing funds and making certain that State projects meet the guidelines of the Federal program? The Bureau of Public Roads does not determine where within a State the A-B-C funds are to be used?

Mr. HARSHA. Mr. Chairman if the gentleman will yield again, as I pointed out earlier, he is absolutely correct. It is the primary responsibility of the State and local governments to make this determination.

In response to a previous question, I would like to point out to the distinguished gentleman from records available from the Bureau of Public Roads the State of Ohio under the aggressive and vigorous leadership of Governor Rhodes is first in the Nation, that is, first in the Nation in having expended funds for the completion of interstate highways. In other words, Ohio expended more money on completed inter-

state highways than any other State in this Nation. It is second in the Nation, exceeded only by California, in the total Federal funds expended and obligated, for highway projects underway and completed.

Mr. BOW. I thank the gentleman for that information.

On page 11 of the committee report, I am pleased to note that Ohio is No. 1 among the States in projects completed on the Interstate System, having spent \$1,176.4 million, as of March 31.

As many of us will recall, who were here in 1956 and later, the Interstate System was one part of the highway program where Members of Congress were able to take part in determining where the money would be spent. I note, for example, that over \$200 million has been spent on Interstate 77, which will connect Cleveland and Canton with southeastern Ohio, West Virginia, and North Carolina. Interstate 77 was added to the system after the original plans were completed, largely if not solely on the insistence of the Members of the House directly concerned including, as I recall, our former colleague John Henderson, members of the Virginia and West Virginia delegations, and myself.

This system and the rapid advance of all highway construction under the Federal aid program is a lasting memorial to our beloved colleague from the 17th District of Ohio, the late Harry McGregor, who can be truly named the father of the interstate highway program. We are proud in Ohio of his sponsorship of this program and of the fact that Ohio is a leader among the States in making the McGregor dream a reality.

Our Governor of Ohio, James Rhodes, is to be congratulated for the manner in which he has carried out the highway program.

Mr. HARSHA. If the gentleman will yield further, I certainly agree with his conclusions. I would like to point out the first and second positions in the Nation I referred to previously in my colloquy with the gentleman dealt with the Interstate System. I would like the RECORD also to show as it applies to the secondary and primary, the A-B-C system, that Ohio is sixth in the Nation in total expenditure of Federal funds for completed projects under the A-B-C program and eighth in the Nation in total Federal funds expended and obligated for highways under the A-B-C program. So Mr. Chairman it should be obvious to everyone that Ohio has an enviable record in the highway construction field.

The CHAIRMAN. The time of the gentleman has again expired.

Mr. CRAMER. Mr. Chairman, I yield the gentleman 2 additional minutes.

Mr. Chairman, will the gentleman from Ohio yield for an addition to his statement?

Mr. BOW. I shall be glad to yield to the gentleman from Florida.

Mr. CRAMER. Mr. Chairman, another great Ohioan served as a ranking Republican on the Roads Subcommittee for years, a gentleman from whom I learned a great deal, former Representative Gordon Scherer, of Ohio.

Mr. BOW. Mr. Chairman, I thank the gentleman from Florida for his contribution. I neglected to point out that fact.

Mr. Chairman, I thank the gentleman from Ohio [Mr. HARSHA] and yield back to the balance of my time.

Mr. CRAMER. Mr. Chairman, I yield 7 minutes to the gentleman from Illinois [Mr. ARENDS].

(Mr. ARENDS asked and was given permission to revise and extend his remarks.)

Mr. ARENDS. Mr. Chairman, it is hardly necessary for me to say that the pending Federal-aid highway bill has my support. I must state, however, that I most earnestly believe that the proposed expenditure for highway beautification, as distinguished from the item with respect to outdoor advertising and junkyards control, should be deferred.

In addition to the \$120 million already authorized for the current fiscal year 1967, the bill proposes an authorization of \$135 million for fiscal 1968 and \$150 million for fiscal 1969. This is in addition to the proposed expenditure of \$40 million each year for control of outdoor advertising and elimination of junkyards.

Whatever the merit in making our highways beautiful, this certainly cannot be said to be an essential item—perhaps desirable but certainly not necessary in view of the extraordinary defense demands for the unforeseeable future and the mounting inflation from Government spending. In this connection I might add that I attended several meetings at the White House at which the President was critical of the Congress for spending too much. Here is a place where a saving can be made of several million dollars without a hardship being worked on anyone.

While I am interested in all phases of our highway program, as a member of the Armed Services Committee I am particularly interested in the National System of Interstate and Defense Highways. This national interstate highway program was first authorized in 1944 and developed in the historic Federal-Aid Highway Act of 1956.

This nationwide program is a part of our defense program. Its purpose is to link our major cities from coast to coast, north and south, east and west, on the most direct route practicable. In all transportation, and in defense transportation particularly, it is imperative that we be able to go from one major point to another by the shortest route and in the fastest possible time.

That we have enjoyed such a high degree of success over these past 10 years in developing this Interstate Highway System has been due to the wisdom of our Public Works Committee in fixing the legal standards for the Interstate System, faithful adherence to those standards by the Federal Bureau of Roads, and the cooperation the Federal Government has in general received from the 50 States.

An important distinction must be made between the program for the National System of Interstate Highways and that for all other roads, primary and

secondary. In the interstate program the national interest is paramount over any State or local interests. At no time should State or local interests be allowed to prevail over that of the national interest.

That is why the Federal Government bears 90 percent of the construction costs of the Interstate System and the States only 10 percent.

In the program for primary and secondary roads it is the State and local needs and interests that are paramount to the national. Here the primary consideration is to what is needed locally rather than nationally. And, in keeping with this premise, the Federal aid to the States is on a 50-50 basis.

As a matter of fact, it is clearly set forth in the "declaration of policy" in the very first section of the first chapter of the United States Code—title 23—relative to Federal-aid highways that the Interstate System should take priority and that the national interest is paramount.

We also stipulated that in the Interstate System routes through the States and across the Nation shall be as direct as practicable: "as the crow flies," if you will.

This obviously means that the individual States must forego what they might like, or what some locality within a State might like, that the national objective of direct routes be served. At no time and under no circumstances, for the success of the national interstate highway program, can a purely local interest, be it economic or political, be allowed to prevail over the national needs.

As a representative from the State of Illinois I am embarrassed to have to say that the Governor of our great State would have the Federal Bureau of Roads depart from this well-established principle. While I am anxious to advance the interests of my home State of Illinois, I do not believe I am serving the interests of the people of Illinois when I do not most vigorously protest the action taken by our Governor which is inimical to the best interests of all 50 States.

Approximately 10 years ago the Federal Bureau of Roads approved the interstate route, as directed as any route could possibly be, between St. Louis and Chicago. It is known as Interstate 55. It is presently in various stages of construction.

Suddenly, to the complete surprise of everyone, the State of Illinois submitted in August of last year an official request for a change in the route. It means an abandonment of some of the interstate mileage that has already been constructed. And yet it is part of our national policy to construct the Interstate System as quickly as possible. It means an extension of the interstate route by 30 miles. And yet it is part of our national policy to keep these interstate defense routes as direct and as short as possible. And, of course, this would represent substantial additional cost to the Federal Government.

I appreciate, Mr. Chairman, that this is not the time nor place to argue the relative merits of what has been proposed for an interstate highway in Illi-

nois and the change that is now proposed. This is something to be argued with the Federal Bureau of Roads. We have done this in detail with the able Commissioner of Federal Highways present.

But, unfortunately, Mr. Chairman, what should be an economic and engineering decision is apparently going to be a political one. The question to be resolved, whether to approve or disapprove the change proposed by the Governor, has been pending for over a year. I am not only amazed that our Governor recommended the change, for reasons no one can understand, except possibly to serve some local economic or political interests; but, I am also amazed to find that this whole matter has been placed in the White House, or perhaps more accurately, taken out of the hands of the Federal Bureau of Roads by the White House.

I have talked with a representative of the White House, Governor Bryant, on two occasions on this subject, and the only satisfaction I can obtain from him is that the matter is still pending.

Were it left to the Commissioner of Federal Highways to decide, I feel certain he would resolve this problem on the merits of the case. He would, I believe, insist that Interstate 55 in Illinois proceed as originally approved by the Bureau 10 years ago. It will be a sad day for our Interstate highway program, designed to serve the Nation as a whole, if decisions with respect to it are to be made solely on a political basis to serve political needs in any of the States.

Mr. Chairman, I apologize to the committee for taking up your time on a matter of this character. But I think you would want to know and should know that a very fine program is being sabotaged by the interjection of politics in some of the decisions. I am embarrassed that the Governor of my home State should be instrumental in seeking a national political decision to satisfy a purely local political purpose at the expense of a program of this character so essential to our national defense planning and effectiveness.

Mr. McCLODY. Mr. Chairman, will the gentleman yield?

Mr. ARENDS. I will be happy to yield to the gentleman.

Mr. McCLODY. Mr. Chairman, do I understand that this proposed relocation would cost additional sums of money from the highway funds?

Mr. ARENDS. Yes, it would increase costs for we already have spent millions of dollars in preparing for the eventual construction of this particular highway now known as Route I-55.

Mr. McCLODY. I am particularly interested in the subject of funds for our interstate and Federal-Aid highways because I have a communication here from Mr. Francis S. Lorenz, director of the Department of Public Works and Buildings, State of Illinois, in which he brings out the fact that unless this legislation is enacted, it will be impossible for the State of Illinois to authorize any contract lettings after September 16. I am extremely interested in the enactment of this legislation to provide additional

funds and especially funds for necessary highway construction in Illinois.

Mr. ARENDS. The original plan would have obviated the necessity for the State of Illinois to ask for additional funds for construction of I-55 since they now plan to change a route involving the building of over 30 more miles. This necessitates additional funding.

That is a plan which is being followed throughout my district where the route long ago was established and the specifications made. Now to find that we are going to make a big change, I say that if this change of interstate routes can be made in the State of Illinois, it can be done in every State of the United States of America. It is wrong and is as wrong as can be when we recall what the original concept of our Interstate Highway System was to be.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. ARENDS. I yield to the gentleman from Florida.

Mr. CRAMER. The gentleman is correct. If this authorization is not passed in the near future, the States will not have available the needed apportionments so that they can let contracts in the time to get the job done.

Mr. ARENDS. I have no quarrel with the committee, and I apologize in a way for having brought this up at this time but it was my only alternative. We face a decision about to be made on a political basis rather than on the basis of a highway system which was determined a long time ago, a program which the Bureau of Roads would like, in my opinion, to follow if permitted so to do.

Mr. McCLODY. Mr. Chairman, will the gentleman yield?

Mr. ARENDS. I yield to the gentleman from Illinois.

(Mr. McCLODY asked and was given permission to revise and extend his remarks at this point in the RECORD.)

Mr. McCLODY. Mr. Chairman, the subject of Federal aid to highways, and the Federal-Aid Highway Act in particular, is of particular significance to the State of Illinois. I am sure that every Member of this body recognizes the importance of motor-vehicle transportation to our economy and the need for Federal assistance in the building of adequate roads to insure the smooth flow of interstate and intrastate commerce, as well as to provide our citizens with convenient motor travel.

However, Mr. Chairman, the passage of this legislation today is more than a matter of economic importance to the people of Illinois; it is also a matter of utmost urgency. I am informed by the Honorable Francis S. Lorenz, director of the Illinois Department of Public Works and Buildings, that the remainder of Federal-aid highway funds available for fiscal 1967 is barely enough to see the Department through the next contract letting period beginning September 16. I am sure that many other States are similarly situated.

Mr. Chairman, unless congressional action is completed on this legislation by October 1, and funds appropriated for fiscal 1968, the proposed contract letting for the period beginning October 28 will

have to be canceled or postponed. I hope such a step will not have to be taken by the State of Illinois or any other State concerned with maintaining a program of highway construction capable of serving the Nation's economy and the needs of its citizens. I urge favorable action on this legislation so that Illinois and the other 49 States can get on with the important job of highway construction.

Mr. KLUCZYNSKI. Mr. Chairman, I yield as much time as he may desire to the gentleman from Mississippi [Mr. WHITTEN].

(Mr. WHITTEN asked and was given permission to revise and extend his remarks.)

Mr. WHITTEN. Mr. Chairman, first, I would like to commend our friend, the gentleman from Illinois [Mr. KLUCZYNSKI], chairman of this Subcommittee on Public Works, together with his associates, for the very fine job that they have done back through the years. It is their foresight which has contributed greatly to the progress we have made with the Interstate Highway System. I know they, too, wish that the trust funds set aside for highways were sufficient to further increase the mileage.

However, I take this time to point out some other things to which I believe the American people and the Congress might give some thought. We need highways and we need them now. Certainly the action taken some 10 years ago, when taxes closely tied to the use for highways were set up, a trust fund for highway construction was sound. However, I would go further and say that in this day of specialization, when we find that practically everyone in our various States is specializing, be it in agriculture or whatever it is, we have become a nation of interstate traffic. Funds that seemed ample then are not sufficient today.

Our legislature has recently taken action to try to meet the problem—but it will be next to impossible to keep up with the increased numbers of automobiles, trucks and other vehicles which use our highways.

We have traffic jams regularly on at least four major highways in my district, and I know there is hardly any better way that we might invest the income of our country. As I pointed out in support of my successful motion to override President Eisenhower's second veto of the public works appropriation in 1959, the more our problems the greater the need to at least look after and develop our own country. I feel that way about highways.

In my own district, covering north Mississippi, we need highways not merely to meet future development, but to handle the needs of the present.

I am not a candidate for Governor, and I have no intention of being a candidate; but I have frequently said that if I were, I would certainly run on a platform of building highways, by borrowing if need be, so the highways could help pay for themselves. Pay-as-you-go is fine, but there, as here, growth in people, in cars, and in traffic, make pay-as-you-go too slow for sound economics.

We need to go ahead with the construction of the adequate highway sys-

tem which is so badly needed and let the increased development which will follow make such highways a sound investment.

We, as a nation, are committed around the world to support of foreign aid and many other programs, most of which I have opposed. We would be much smarter if we, as a Congress, the President, and the Bureau of the Budget, would recognize that in effect the Federal Government has preempted the income tax of the American people to a degree that it is next to impossible to raise sufficient funds at the local level on behalf of the States, and as much as I hate to see many things become federalized, we have grown as a nation in such a way that our traffic is in interstate commerce. We are each so dependent upon the other that I trust this committee will in its studies and recommendations give thought to this problem.

This fine committee, in the studies that it generally makes, I am sure will give attention to recommending using funds in addition to trust funds, where needed, to expand the Federal system, because circumstances as I have pointed out are making the need for interstate highways greater and greater? The situation has changed from that of a few years ago.

It is said that there is a new baby born each 12 seconds and a new car comes off the assembly line each 8 seconds. As to that I don't know but an increase of $3\frac{1}{2}$ million people each year adds to highway needs, I know.

I again commend my friends on the committee—for the fine job and foresight which they have shown. May I ask what current studies are being carried on by the committee, or under its supervision, as to the continuing need or planning for roads and highways, over and above that on which the committee has done such a good job in the bill before us?

Mr. KLUCZYNSKI. Mr. Chairman, I thank the gentleman.

As the gentleman from Mississippi [Mr. ABERNETHY] asked earlier, in answer to the gentleman from Mississippi [Mr. WHITTEN], I would say that, acting under the authority of the existing law, through the Bureau of Public Roads, we have a report to the Congress in January of 1968, and every second calendar year thereafter, to give us an estimate of the future highway needs of the Nation. They are doing an excellent job in the Bureau of Public Roads and in the Commerce Department.

Mr. Chairman, I thank my friend, the gentleman from Illinois.

I believe the feeling I express here is rather general and should be considered in connection with any such study. I believe it will be found that the American people have come to recognize that travel and movement of things and people has become interstate; and in order to handle the job properly we will have to look for finances in addition to those of the trust fund with which the gentleman is dealing with here.

Mr. KLUCZYNSKI. Mr. Chairman, I thank my friend from Mississippi.

Mr. ICHORD. Mr. Chairman, at this time I would like to express my public support for the provisions of H.R. 14359, the Federal-aid Highway Act of 1966. Ten years have now passed since the enactment of the 1956 Federal-Aid Highway Act—legislation which converted the Interstate System from an idea to a concrete fact through the most far-reaching road construction program in the history of the world. A total of 21,377 miles of the Interstate System was completed and open to traffic on March 31 with work on another 17,068 miles underway. Thus, some form of work has been completed or is in progress on 38,445 miles, or 94 percent, of the entire 41,000-mile system. We are well on the way to the completion of this tremendous undertaking, and the Congress must do its part to see that the necessary funds continue to be available.

Highway transportation today accounts for over 90 percent of intercity travel of our citizens, and now accounts for over 300 billion ton-miles of goods transported annually. Americans will spend about \$100 billion this year for highway-related travel and transportation expenses—about one-seventh of our gross national product. Such statistics make it abundantly clear that support for better roads is absolutely essential for the economic and social well-being of the Nation now and in the years ahead.

Mr. Chairman, passage of the Federal-Aid Highway Act of 1966 should go a long way toward satisfying the transportation needs of this and future generations. Although I have doubt about the desirability of all the authorizations under section 8 of the bill in view of present conditions, I am happy to voice my full support for all the other sections.

Mr. BUCHANAN. Mr. Chairman, as the Representative of Birmingham, Ala., the largest urban area in the State, I support H.R. 14359, the highway bill now pending before the House.

This bill includes funds for the A-B-C Federal highway aid program which allocates Federal funds to the States for road construction in urban areas, as well as for primary and secondary highway construction.

In the bill now before the House, an allocation is included in the amount of \$3,361,000 specifically for the construction of urban roads in the State of Alabama for fiscal years 1968 and 1969. Under the same program, \$3,255,671 was allocated for urban roads in Alabama for 1966.

These funds are of importance to cities like Birmingham. Under the program, the only restriction is that roads, to be eligible for the Federal funds, in an urban area, must be part of the State primary and secondary highway system. Because of the many connecting roads traversing the city which are part of these systems, these funds can be a major factor in the building and improvement of our major highway arteries in Birmingham.

Under the A-B-C highway program, the plans for urban road construction and improvement developed at the local level must be submitted to the Alabama State

Highway Department for approval, and State approval is required before Federal funds can be used for this construction.

Federal funds upon State approval of a proposed urban project, are then available to the State on a matching—50—50—basis, and these funds are drawn, not from the general Federal tax fund, but from the highway trust fund which consists of moneys from some of the Federal highway-user funds, and places the highway program on a self-supporting, pay-as-you-build basis. Allocations to each State are also based on a mileage population formula.

The funds allocated in the bill now before the House for the State of Alabama for construction and improvement of highways and roads in Birmingham and other urban areas in the State for fiscal years 1968 and 1969 assures the availability of funds for any urban road development and improvement which may be scheduled and approved at the State level through fiscal years 1968 and 1969.

Mr. FASCELL. Mr. Chairman, I want to commend the Public Works Committee on the excellent job they have done on this bill.

The Interstate Highway System is the backbone of our Nation's economy. Completion of the system as close to the originally scheduled date as possible is essential if we are going to continue making the rapid economic and social progress we have made in the last decade. Approval of this bill will enable us to provide the transportation essential in the years immediately ahead.

Mr. Chairman, it is clear, however, that while the present Interstate System has contributed greatly to our recent economic growth, much more will need to be done above and beyond the scope of the present Interstate Highway System, as presently conceived. Significant gaps remain. Entire new communities have come into existence since the Interstate System was first approved. We must, therefore, take steps now to provide for a substantial extension of the present system unless we are willing to risk the stagnation of our growing economy.

In south Florida the extension of two interstate highways is essential to the continued orderly growth in the area as well as to the defense of our country. Interstate 95 must be extended from its present terminus in Miami south to Key West. Interstate 75 should be extended from its present terminus at Tampa southeastward to Miami.

Every economic indicator and study shows that the area between Miami and Key West will be among the fastest growing in the country. Half a million people presently live in this area and it is estimated that in the next 25 years as many as 2 million people may live south of the city of Miami.

It is obvious that I-95 must be extended to this area to provide not only the backbone of its urban transportation system, but more importantly as an access route to interstate commerce.

Even today there is tremendous need for the extension of this highway to the southern part of Dade County. Many of the fresh vegetables you will enjoy this winter come from the truck farms of southern Dade County. A large proportion of these vegetables are carried by truck, and the present trend would indicate that this percentage will increase.

More important than any of these reasons is the need for the extension of I-95 and I-75 to provide defense against the nearest Communist country to the continental United States. Both the Key West Naval Base and Homestead Air Force Base are the vanguard of our defense against threatened or real Communist aggression from Cuba. Key West, which is only 90 miles from Cuba is presently connected to the mainland by only a single aging two-lane highway. The Cuban missile crisis clearly indicated that this road was not enough.

The only direct threat to the security of the mainland United States in the last 152 years was that the two rail lines and the single existing interstate highway are inadequate to provide the men and materiel necessary for the defense of south Florida in the event of another crisis centered in the Caribbean. It is for this reason as well as because of the expanding commerce between Tampa and Miami that I-75 should be extended to Miami as soon as possible.

Last year in a joint resolution we provided for a continuing study by the Bureau of Public Roads to determine the future highway needs of the country. I urge the Bureau and its able Director, Rex Whitton, to include these two extensions not only in their study but in their recommendations to the Congress.

Mr. SCHMIDHAUSER. Mr. Chairman, I want to express my strong support for H.R. 14395 which we are considering. As a member of the House Public Works Committee, I had the opportunity to actively work for this measure in the committee, and I firmly believe it will contribute much to the rapid development of and improvement of our highway system and to the safety of motorists.

I am happy to say that my own State of Iowa is one of the States that has made unusually rapid progress in the utilization of Federal highway aid funds. This bill which we are considering will accelerate construction by providing additional funds, thus eliminating possible delays in the full development of interstate highways. Second, this bill incorporates the requirement that the system maintain a minimum of at least four lanes and also incorporates a provision for wide bridges, and additional lanes in regions where the need exists because of increased traffic.

Another key provision provides for regular biennial authorization for fiscal years 1968 and 1969, for the regular Federal-aid highway program. This will enable the Iowa Highway Commission to continue its efforts to provide vitally needed four-lane expressways. I strongly support this provision which is of vital importance to the residents of my district.

Finally, I believe approval of this bill will contribute much to the safety of all motorists. Statistics have shown the significant decrease in tragic automobile fatalities on modern four-lane, controlled access highways. The full development of our Nation's highway system is a vital part of our national effort to end the slaughter on our Nation's highways. Passage of this bill and the pending safety legislation, I believe, will bring us closer to the day when families will not be torn by the tragic loss of a loved one killed in an unsafe car or an outdated road.

For these reasons, I strongly endorse H.R. 14395, and I commend my colleagues on the Public Works Committee and the staff for their fine job on this important legislation.

The section relating to authorization for funds for highway beautification can be deferred until positive action is forthcoming on needed tax reforms to eliminate longstanding loopholes. I have introduced several measures including a major bill to reduce the indefensible oil depletion allowance. I urge the President to stimulate his departments to issue reports on my tax reform measures. When this is due, we can adequately fund this worthwhile beautification program on a pay-as-you-go basis.

Mr. DUNCAN of Oregon. Mr. Chairman, I want to make two observations in respect to H.R. 14359, the Federal Aid Highway Act of 1966.

First I want to once again express my disapproval of the highway beautification section. I voted against it when the proposal first came before us. I shall vote against it again.

There are several grounds for my opposition: I think the basic bill treats unfairly landowners with billboard sites but who have not erected boards as compared with those who have. I think, as a matter of fact, that the bill is close to being unconstitutional. Further, the costs involved are not capable of being calculated and the fund allocation formula is unjust to some States.

As important as any is my objection to spending about one-quarter of a billion dollars a year during a time of developing inflationary trends and rising costs of the war in Vietnam which are approaching the rate of about \$2 billion a month. We should curtail rather than expand unnecessary or deferrable Federal spending and this program is certainly not necessary at this time, much as we all support beauty.

So I support the motion to recommit the bill with instructions to delete the highway beautification authorization. But I shall support the bill with or without the highway beautification provisions.

The adequate development of roads and trails within national forests is of vital importance to Oregon and this bill increases the authorization to \$170 million—double the present amount. These national forests are important to Oregon in many ways. Forest-related industry is the primary economic base in Oregon and valuable commercial timberlands are included in the national forests. Besides

timber, the national forests are areas for hunting and fishing.

For years I have contended that forest roads should be built by appropriated funds rather than by the timber operators. Standards can be better controlled, the small purchasers can better compete with the big companies for timber, and the timber can still bear the cost of building the road to the grade necessary for logging because timber revenues will increase.

In 1962, President Kennedy sent to the Congress a "Program for the Development of the National Forests." The report envisioned an adequate and satisfactory long-range program of financing forest development of roads and trails. However, we have not been able to finance this adequately.

This has a number of implications. One, for example, is that if financing of these roads is inadequate then the cost is placed upon timber operators who work the forests—or the roads do not get built and opportunities are lost for developing and protecting natural resources. But, if financing provisions are adequate, then cooperative financing arrangements involving both the Federal Government and the timber operators can be established.

Intensive management of secondary growth timber stands cannot be practiced unless there is an adequate forest road network in place. In my State of Oregon alone, the Forest Service and the Bureau of Land Management could harvest somewhere between 500 million and 1 billion board feet of additional timber a year merely from the thinning of secondary growth stands and salvage cuts in other stands. In the face of growing pressures brought on by export of logs to Japan, by rising log costs and falling lumber and plywood prices, the accessibility of these timber stands through an adequate road net is still another factor to consider.

Finally, Mr. Chairman, I am pleased to see in this bill the natural disaster legislation already passed by the House but not, so far, acted on by the Senate. Oregon has been through a terrible windstorm and a terrible flood in recent years. These liberalized provisions for Federal assistance in times of trouble must become law.

Mr. KLUCZYNSKI. Mr. Chairman, I have no further requests for time.

Mr. CRAMER. Mr. Chairman, I have no further requests for time.

The CHAIRMAN. There being no further requests for time, pursuant to the rule, the Clerk will read the substitute amendment in the bill as an original bill for purposes of amendment.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) **AUTHORIZATION OF APPROPRIATIONS.**—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,500,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$4,000,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$4,500,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$4,500,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$4,306,000,000 for the fiscal year ending June 30, 1972. Nothing in this subsection shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

EXTENSION OF TIME FOR COMPLETION OF SYSTEM

SEC. 4. (a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

(b) The introductory phrase and the second and third sentences of section 104(b) (5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and such section 104(b) (5) is further amended by striking "fiscal year ending June 30, 1971.", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972."

FOUR-LANING THE INTERSTATE SYSTEM

SEC. 5. Section 109(b) of title 23, United States Code, is amended by striking the period at the end of the second sentence and inserting in lieu thereof a comma and the following: "except that such standards shall provide for not less than four traffic lanes for the main traveled way of the Interstate System."

AUTHORIZATIONS

SEC. 6. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. Nothing in this paragraph shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways \$7,000,000 for the fiscal year ending June 30, 1968, and \$7,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1968, and \$3,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

HIGHWAY BEAUTIFICATION

SEC. 7. (a) The last sentence of subsection (m) of section 131, and the last sentence of subsection (m) of section 136, of title 23, United States Code, are each amended to read as follows: "The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967."

(b) The last sentence of subsection (b) of section 319 of title 23, United States Code, is hereby amended to read as follows: "The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1967."

(c) (1) Chapter 1 of title 23, United States Code is amended by adding at the end thereof the following new section:

"§ 137. Limitation on authorization of appropriations for certain purposes

"(a) Notwithstanding any other provision of law, neither sections 131, 136, and 319(b) of this title, nor any provision of law relating to highway safety enacted after May 1, 1966, shall be construed to be authority for any appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

(b) Any appropriation to carry out section 131, 136, or 319(b) of this title or any provision of law relating to highway safety enacted after May 1, 1966, must be authorized by a provision of law, specifically setting forth the total amount authorized to be ap-

propriated for the fiscal year to carry out such section or other provision of law.

"(c) The highway trust fund established by section 209 of the Highway Revenue Act of 1956 shall not be available for any appropriation to carry out sections 131, 136, and 319(b) of this title, and any provision of law relating to highway safety enacted after May 1, 1966, in an aggregate amount which exceeds the amount of tax that would be imposed under section 4061(a)(2) of the Internal Revenue Code of 1954 if such section imposed a tax at the rate of 1 per centum plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes, but the total of all appropriations made from such fund to carry out these sections and provisions of law shall never exceed the total of all appropriations made to such fund based on the imposition of such tax plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes."

(2) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"137. Limitation on authorization of appropriations for certain purposes."

AUTHORIZATION OF APPROPRIATIONS FOR BEAUTIFICATION

SEC. 8. (a) There is authorized to be appropriated to carry out section 131 of title 23, United States Code, not to exceed \$80,000,000 for the fiscal year ending June 30, 1968, and not to exceed \$80,000,000 for the fiscal year ending June 30, 1969.

(b) There is authorized to be appropriated to carry out section 136 of title 23, United States Code, not to exceed \$28,000,000 for the fiscal year ending June 30, 1968, and not to exceed \$20,000,000 for the fiscal year ending June 30, 1969.

(c) There is authorized to be appropriated to carry out section 319(b) of title 23, United States Code, not to exceed \$135,000,000 for the fiscal year ending June 30, 1968, and not to exceed \$150,000,000 for the fiscal year ending June 30, 1969.

EMERGENCY RELIEF

SEC. 9. (a) The last proviso of subsection (f) of section 120 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails,".

(b) Subsection (c) of section 125 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails,".

(c) The second sentence of subsection (a) of section 125 of title 23 of the United States Code is amended to read as follows: "Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000, the unexpended balance of such amount shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated."

(d) The amendments made by this section shall take effect July 1, 1966.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

SEC. 10. The Secretary of Commerce is authorized and directed to make a full and complete investigation and study of the advance acquisition of rights-of-way for future construction of highways on the Federal-aid highway systems, with particular reference to the provision of adequate time for the removal and disposal of improvements located on rights-of-way and the relocation of affected individuals, businesses, institutions, and organizations, the tax status of such property after acquisition and before its use for highway purposes, and the methods for financing advance right-of-way acquisition by both the State governments and the Federal Government, including the possible creation of revolving funds for such purpose. The Secretary shall submit a report of the results of such study to Congress not later than January 10, 1967, together with his recommendations.

STATE HIGHWAY DEPARTMENTS

SEC. 11. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: "In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms, subject to requirements prescribed by the Secretary."

RELOCATION ASSISTANCE STUDY

SEC. 12. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than January 10, 1967. The study and investigation shall include, but shall not be limited to—

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns, and nonprofit organization, and the extent to which the making of such payments and the providing of other financial assistance should be mandatory;

(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned buildings, improvements, or other facilities to aid in the relocation of such displaced persons, business concerns, and nonprofit organizations;

(3) the extent to which the costs of acquiring such real property and constructing such buildings, improvements and other facilities should be paid from the highway trust fund; and

(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements and other facilities, which is not properly chargeable to the highway trust fund.

HIGHWAY STUDY—GUAM AND THE VIRGIN ISLANDS

SEC. 13. (a) The Secretary of Commerce, in cooperation with the government of Guam and the government of the Virgin Islands is hereby authorized to make studies of the need for, and estimates and planning surveys relative to, highway construction programs for Guam and the Virgin Islands.

(b) On or before January 10, 1967, the Secretary of Commerce shall submit a report to the Congress which shall include—

(1) an analysis of the adequacy of present highway programs to provide satisfactory highways in both the rural and urban areas in Guam and the Virgin Islands;

(2) specific recommendations as to a program for the construction of highways throughout Guam and the Virgin Islands; and

(3) a feasible program for implementing such specific recommendations, including cost estimates, recommendations as to the sharing of cost, responsibilities, and other pertinent matter.

(c) There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be available until expended, the sum of \$150,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

Mr. KLUCZYNSKI (interrupting the reading). Mr. Chairman, I ask unanimous consent that the bill may be considered as read, printed in the RECORD, and open for amendments at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Illinois?

There was no objection.

AMENDMENT OFFERED BY MR. CLEVINGER

Mr. CLEVINGER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CLEVINGER: On page 10, after line 23 add a new section, and renumbering the following sections:

"SEC. 6. Section 129 of title 23, United States Code, is hereby amended by adding at the end thereof the following new subsection:

"(f) The Secretary may permit the participation of interstate funds apportioned to any State under the provisions of section 104(b)(5) of this chapter to aid in the retirement of the principal outstanding bonds the proceeds of which have actually been expended in the construction of any toll bridge, tunnel, or road on the Interstate System, which was constructed on or prior to the date of enactment of this Act. Any State desiring to use interstate funds under this subsection shall substitute the mileage for such toll bridge, tunnel, or road for an equivalent designated mileage on the Interstate System within the State. Such toll bridge, tunnel, or road shall meet the standards adopted for projects on the Interstate System. The Federal share payable under this subsection shall be the same as for the construction of projects on the Interstate System. No interstate funds shall be obligated under this subsection until the State highway department or departments have entered into an agreement with the Secretary providing that such bridge, tunnel, or road shall be maintained and operated by the State highway department or departments as a free bridge, tunnel, or road upon the retirement of the outstanding bonds."

Mr. CLEVINGER. Mr. Chairman, I appreciate this chance to speak to a very perplexing question, a question that arises every time we talk about the Interstate System. The question is whether this Interstate System is going to be a free system or whether it is going to be a toll system. I have part of the Interstate System in my district. I have many miles of interstate roadway. But on one small part of the Interstate System, and a part of the Interstate System, I have a bridge called the Mackinac Bridge. It costs us \$3.75 to go one way cross this bridge, and it costs us \$7.50 for a roundtrip.

The purpose of this amendment is to permit the States to use part of their allocations of funds to pay off the bonds so that these toll facilities would be free. This includes not only the Mackinac Bridge, but also toll facilities in Illinois, Oklahoma, New York, and every other State that has toll facilities as part of the Interstate System.

I know the members of the committee have studied this problem, and are currently studying it. I know people are going to say, "We cannot do it now; we must have a study." There have been four or five studies of this. Every time we get to the point of trying to get a free Interstate System we have a study to determine why it should not remain partly free.

This amendment will not increase the amount of interstate mileage. It will not change the standards of the Interstate System. All it will do is permit a person who is on the Interstate System to go from one part of the system to another part of the system without paying a toll.

In Michigan, since the completion of the Mackinac Bridge, which was completed just as the Interstate System was starting, we have spent about \$400 million for bridges on the Interstate System. Right now the lower part of Michigan has a bridge being built on the Interstate System which is costing more per foot than the Mackinac Bridge. It is a part of the same system. It is a part of the same State. However, people in one part of the State ride for nothing, while people going to another part of the State have to pay \$7.50 and, in the case of trucks, something more than \$30.

What do we have when toll facilities are a part of the system? I am not talking about toll facilities off the system, but toll facilities as a part of the system, whether that be the Chicago Skyway or the New York Tollway. We say that the drivers on this system who cross these toll facilities pay twice. They pay once when they pay into the trust fund, and they pay again when they put their dollars into the toll baskets.

One of the primary purposes of the bill we are considering is to recognize that we have to complete the system and that in order to complete it we have to raise more money.

All I say is that if we are going to complete the system we should use the funds, and we should raise an adequate amount of funds to complete the system, but we should do it so that the system will be entirely free and not part toll and part free.

We have to face this decision, and I believe the time to face the decision is now.

Mr. DON H. CLAUSEN. Mr. Chairman, will the gentleman yield?

Mr. CLEVINGER. I yield to the gentleman from California.

Mr. DON H. CLAUSEN. Can the gentleman from Michigan tell us from where he contemplates the funds would come?

Mr. CLEVINGER. From the trust fund.

Mr. DON H. CLAUSEN. That is a rather broad statement, because everyone wants to tap the trust fund at a time when we are already in arrears in meet-

ing the financial requirements to complete this program on time. I am sure the gentleman from Florida [Mr. CRAMER] will offer some comments on this.

Can the gentleman tell me whether he came before our Roads Subcommittee with this suggestion?

Mr. CLEVENGER. I introduced a bill with the understanding that it could be offered as an amendment to the bill.

Mr. DON H. CLAUSEN. Could the gentleman also tell me whether he attended any of the hearings held in our Roads and Federal-Aid Subcommittees relating to the overall effect toll roads, bridges, and tunnels, have on the Interstate System?

Mr. CLEVENGER. Yes.

Mr. DON H. CLAUSEN. I did not see the gentleman before our Road Subcommittee which would hear the testimony on behalf of his amendment. It is sort of difficult for him to come in with an amendment on the floor, when the committee has not had an opportunity to evaluate his recommendation. This is the first time I have heard of his particular amendment. This problem has been the subject of lengthy hearings before our Federal-Aid Subcommittee. We held lengthy hearings before our Road Subcommittee on this bill—that would have been the time to appear so we could give proper consideration to any recommendations he might have.

Mr. CRAMER. Mr. Chairman, will the gentleman from Michigan yield?

Mr. CLEVENGER. I yield to the gentleman from Florida.

Mr. CRAMER. The trust fund is now \$6 billion short, to finish the balance of the free system by 1973. There seems to be no inclination to put more money into the trust fund through additional taxes to do that job.

From where will the money come to do the \$5 billion additional job of paying off existing toll roads and bridges?

Mr. CLEVENGER. I am prepared to support legislation to get the funds.

Mr. CRAMER. Has the President made any such proposal? I am sure that he has not.

Mr. CLEVENGER. I cannot speak for him.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. CRAMER. Mr. Chairman, I move to strike the requisite number of words.

This administration and the previous administrations have all recommended against toll road reimbursement at this time. So I think that the gentleman from Michigan is doing nothing more than wishful thinking, No. 1. No. 2, reimbursement for toll and free roads incorporated into the Interstate System would cost over \$4 billion when we are \$6 billion in the red already. No. 3, there is little leadership to do something about the \$6 billion deficit to finish the present system let alone to provide the additional \$4 billion to do anything about toll and free road reimbursement. So I think some people who are pressing the question of toll road reimbursement ought to take equal leadership in pressing people to do something

about this \$6 billion deficit with regard to the present system of 41,000 miles that has not been completed. If more money is not made available, it will not be completed until 1975. That is the high priority job we have and not returning money for highways which are already constructed on a toll road basis, or authorizing new mileage to States in my opinion.

Mr. Chairman, I ask that the amendment of the gentleman from Michigan be defeated as it has consistently been defeated in the Committee on Public Works of the House.

Mr. JONES of Alabama. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, at the inception of the Interstate System originally the proposition that this amendment raises was considered at that time, in 1944 and in 1946. It has been a matter of consistent consideration by the Committee on Public Works in connection with its biennial bill which has been reported by the Congress since 1944. Without exception there has never been a State that petitioned the Congress to change the formula and to provide funds for the acquisition of bridges and highways which were utilized as toll facilities. Consequently, AASHO has been consistent in its stand in opposition to this.

Mr. Chairman, this would cause untold turmoil and upset the orderly procedures of programing and financing at local levels and have other disruptive effects that would defeat the whole aim of the completion of the Interstate System.

Mr. Chairman, I hope we will not be put to the task of trying to evaluate these highways and bridges on the Interstate System. This would cause a disruption of the work now proceeding toward the completion of this system. The problems are huge in trying to bring about the completion of the present 41,000 miles on the target date. If we have to assume obligations that are not envisioned in present law and if this amendment were to pass, I will assure you that we can figure on a decided delay in the completion of this program.

Mr. DON H. CLAUSEN. Mr. Chairman, will the gentleman yield?

Mr. JONES of Alabama. I yield to the gentleman from California.

Mr. DON H. CLAUSEN. The gentleman from Alabama is certainly one of the more knowledgeable members of our committee. Would not the net effect of this amendment be just one more raid on the trust fund which we are trying to protect?

Mr. JONES of Alabama. It would be more injurious than just a raid on the trust fund. It would mean that you would disrupt the plans of the State of California and other States that have toll roads that would come into the system. Consequently you would have an interruption in the type of program that we want. Also it has a relationship to the total scheme of development of the Interstate System.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. JONES of Alabama. I yield to the gentleman from Florida.

Mr. CRAMER. As I read the gentleman's amendment, it is fatally defective, also, in this respect: It does not provide for additional mileage at a later date as reimbursement.

Mr. Chairman, it does not suggest additional funds for reimbursement. It says that you can take the regular apportionment, interstate apportionment, and use them to pay for toll roads and bridges.

Mr. Chairman, that means that if we should do this, the Interstate System is going to be destroyed. A State will not have enough money to finish its interstate mileage within the time period for completion by 1973; is not that correct?

Mr. JONES of Alabama. Not only that, but I will say to the gentleman from Florida [Mr. CRAMER] that when you buy up all of these bonds that are issued at the high interest rates that we shall be paying, that is going to represent another capital cost that the Federal Government is going to be obligated to pay.

So, Mr. Chairman, I see no reason why under the present arrangement we cannot continue a very satisfactory arrangement of highway construction.

Mr. CRAMER. Mr. Chairman, will the gentleman from Alabama yield further?

Mr. JONES of Alabama. I yield further to the gentleman from Florida.

Mr. CRAMER. Mr. Chairman, even if reimbursement were a sound approach, this approach is wrong. It is wrong to use construction funds, that otherwise would go to finish the 41,000-mile system, to pay for existing toll roads and bridges.

Mr. JONES of Alabama. Mr. Chairman, I do not know of anyone who has shown a greater concern about this matter than the chairman of our subcommittee. The gentleman has done a magnificent job and has had a situation in the State of Illinois into which the gentleman has gone very thoroughly with the subcommittee. The gentleman is of the opinion that he should not press the matter, because the gentleman wanted to have additional studies made.

Mr. Chairman, I do not mean to say that the committee is not going to be receptive to the needs of the State highway departments, or to those roads that can probably be utilized in the Interstate System as the necessity arises.

The CHAIRMAN. The time of the gentleman from Alabama has expired. (Mr. JONES of Alabama asked and was given unanimous consent to proceed for 1 additional minute.)

Mr. JONES of Alabama. Mr. Chairman, I hope that we will not insist upon the amendment, because as I have stated previously, I believe it would do irreparable harm to an orderly program that is now proceeding on a steady course.

Mr. McCARTHY. Mr. Chairman, I move to strike the requisite number of words.

(Mr. McCARTHY asked and was given permission to revise and extend his remarks.)

Mr. McCARTHY. Mr. Chairman, I thank my senior colleagues on the com-

mittee for pointing out some of the limitations in the proposed amendment. However, I feel that the gentleman from Michigan is to be commended for bringing before the House one of the most vexing public works problems which exists in the United States. It is a problem that affects constituents in every one of the congressional districts of the United States, because as Americans are traveling more, they are finding that, perhaps, they do not pay tolls back in Missouri or in one part of California or Michigan, but they are, as they travel on vacation. And we are now faced with 20,000 additional miles of toll roads now being contemplated in the United States, in addition to the present toll roads.

Mr. Chairman, the State of New York has spent \$800 million and has never been reimbursed for that expenditure.

Now, Mr. Chairman, the chairman of the subcommittee, the gentleman from Illinois [Mr. KLUCZYNSKI], and the chairman of the special subcommittee on the highway program are aware of this fact and have set up a special investigation to cover toll roads.

Now, Mr. Chairman, we have just completed many weeks of hearings or, rather, held many weeks of hearings. These hearings are not printed yet.

But, Mr. Chairman, I believe the gentleman from Michigan is to be commended for bringing this matter to the floor of the House, and I am hopeful that when the hearings are printed that out of this will emerge legislation that will provide a permanent solution to this most vexing problem.

Mr. Chairman, I am inclined to believe that it will have to come after 1973. But I believe there is a growing awareness that this is a national and not simply a regional problem and that obviously within the not too distant future we shall have some legislation that will finally come to grips with this very serious problem.

Mr. BINGHAM. Mr. Chairman, will the gentleman yield?

Mr. McCARTHY. I am glad to yield to the gentleman from New York.

Mr. BINGHAM. Mr. Chairman, I would like to associate myself with the remarks which have just been made by my colleague, the gentleman from New York [Mr. McCARTHY].

I think the matter is one that deserves the most careful study. I would like to join in commending the gentleman from Michigan for proposing his amendment. It seems to me that this is a case where the present program works an inequity and it also works so as to penalize those States and communities which in the past have shown initiative enough to have roads and bridges built; now they are suffering for their energy and their investment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Michigan.

The amendment was rejected.

AMENDMENT OFFERED BY MR. CLEVELAND

Mr. CLEVELAND. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CLEVELAND: On page 20, after line 12, add the following new section:

"PRESERVATION OF PARKLANDS"

"SEC. 14.(a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

"§137. Preservation of parklands

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy."

Mr. CLEVELAND. Mr. Chairman, the purpose of this amendment is to protect parklands, national forests and historic sites that are in some instances being threatened by the building of major interstate highways.

Mr. Chairman, I might say the amendment or one similar to it has already been adopted by the Senate. The Senate amendment, as introduced by Senator YARBOROUGH and adopted by the Senate, was considerably more explicit than my amendment.

There was some reason to believe after talking this over with the staff that the Yarborough amendment is defective in some of its details. So what I have done with this amendment is simply to state as a matter of policy that the Secretary shall use maximum effort to preserve Federal, State and local governments parklands and historic sites. Also the Secretary shall cooperate with the States in developing highway plans and programs which carry out such a policy.

Mr. Chairman, I do not see how anybody can object to this statement of policy. Surely if we have the programs which we do, carried on by the Department of the Interior and the National Forest Service and others to enhance the beauty of our open areas, a statement of policy such as this surely should be adopted by the House and is certainly important.

I might say we do have some reports on this proposal in letter form from two departments.

The Department of the Interior feels that this policy is a wise one. The Department of Commerce, however, does express some doubt, not doubts as to my amendment which is more general than the Senate amendment, but some doubts as to the so-called Yarborough amendment which is more explicit.

Mr. Chairman, I call your attention to the CONGRESSIONAL RECORD of July 29, 1966, commencing at page 16843, the records of the Senate in which Senator YARBOROUGH in some detail sets forth the reasons and the supporting data for the proposal.

Mr. Chairman, I am not going to take the time of the Committee to go into great detail on all of these but I can tell you that in almost every State of the Union there has been a situation where an interstate highway has threatened either a historic site or some beautiful park.

The situations which he calls to our particular attention are in Philadelphia, in San Francisco, in Texas and, indeed, they are in many other parts of the land.

Mr. Chairman, this amendment is a sound amendment and I urge its adoption.

Mr. GRAY. Mr. Chairman, I rise in opposition to the amendment. I am reluctant to oppose any amendment offered by a distinguished member of our Committee on Public Works. However, I point out that the amendment has not been studied. We do not know what the implications of the amendment would be. Under the Federal Aid Highway Act the States themselves must determine the alignment of our Interstate System, subject to the approval of the Bureau of Public Roads. So I am sure that if there are historic sites, as alluded to by the gentleman from New Hampshire, in a particular State, that that State itself would want to preserve those sites and therefore would certainly do nothing to disturb their preservation.

Therefore, since the committee has not had an opportunity to study the gentleman's amendment or the subject itself, I hope that the Committee of the Whole will reject the amendment.

Mr. CLEVELAND. Mr. Chairman, will the gentleman yield?

Mr. GRAY. I yield to the gentleman from New Hampshire.

Mr. CLEVELAND. I believe actually the gentleman from Illinois has spoken in support of my amendment. Did the gentleman say that if there is a park or a national historic site that is being threatened, the States would certainly not want a highway to affect such park or site?

Mr. GRAY. That is what I said.

Mr. CLEVELAND. That is exactly what my amendment states. If that be so, what earthly objection could there be to my amendment? You do not have to study four printed lines to know what they say. The committee does not have to study it. It is a statement of policy on an important issue that has bothered many conservationists and those who are interested in preserving sites of historic value in this country. It reaffirms what is probably the law. If a State government is careful about such things, there is nothing for that State government to be afraid of. I think you have actually spoken in support of my amendment, and I thank the gentleman.

Mr. GRAY. I am a little surprised that my distinguished friend, who is a strong States righter, would once again want us to write into a Federal law what a State must or must not do in determining the alignment of a particular highway in a particular State. Until we know what the implications are concerning this matter and how far-reaching those implications would be, the question should be studied.

Therefore, the committee is opposing the amendment.

Mr. CLEVELAND. Mr. Chairman, will the gentleman yield further?

Mr. GRAY. I yield to the gentleman from New Hampshire.

Mr. CLEVELAND. My amendment specifically states that the Secretary shall cooperate with the States in developing highway plans. There is no dictation here. I think you have either not read my amendment carefully or I have not made it clear as to what its intent is. I quote:

The Secretary shall cooperate with the States.

Mr. GRAY. I have read the amendment very carefully, word for word and line for line, and we do oppose the amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New Hampshire.

The amendment was rejected.

Mr. HAGAN of Georgia. Mr. Chairman, I move to strike the last word.

I rise, first, to commend our distinguished chairman and the committee for the splendid job that they have done in continuing the furtherance of a necessary system of highways in our country.

Second, I would like to ask our distinguished chairman a question: Is it true that my State of Georgia is receiving and has been receiving its fair share of all Federal highway moneys appropriated by the Congress?

Mr. KLUCZYNSKI. You mean the State of Georgia?

Mr. HAGAN of Georgia. The State of Georgia.

Mr. KLUCZYNSKI. If my memory serves me right, the State of Georgia has received a lot more than they ever expected.

Mr. HAGAN of Georgia. I thank the gentleman.

Mr. KLUCZYNSKI. You have a gentleman in the Senate by the name of Senator RUSSELL. He and Bob Kerr used to operate pretty good some years ago when Bob was chairman of that committee. I remember some \$500,000 went to Georgia, just like that. Yes, you are getting more.

Mr. HAGAN of Georgia. Thank you very much. That is another good reason we are delighted with our distinguished Senator. I should like to ask one more question for my benefit. Is it not true, also, that any moneys that my First District of Georgia receives must and shall be sent down from the State highway department and/or the State government, and that we have no authority whatsoever in deciding where these highways will be built? Is that right?

Mr. KLUCZYNSKI. That is correct.

Mr. HAGAN of Georgia. That is under the law?

Mr. KLUCZYNSKI. The gentleman is correct.

Mr. MAHON. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I wish to commend the committee for its good work in seeking to further the highway program. We are, of course, in need of the best possible highway system. It is expensive and there are many problems that arise in various areas of the country.

Now, I happen to live in the town of Lubbock, Tex., which is one of the five largest towns in the United States not served by the Interstate Highway System. I well realize that in this bill we are not undertaking to extend the system. We are working on the present system.

But I was most anxious that the committee understand the great pressures under which some of us labor who have areas which are not served by the Interstate Highway System. I know this subject has crept into the debate earlier in

the day but I wanted to reopen the subject. My people are pressing me to tell them when they probably will be able to get on the Interstate System. Naturally I have a great interest in this subject and have sought to be helpful to my area in road matters through the years.

Of course, I realize that the gentleman cannot give me the complete answer to this question. There are a lot of matters involved, but I am interested in knowing whether or not the committee feels that we should undertake to extend the system as soon as is reasonably possible, and will we do anything about it prior to approximately 1973?

Mr. JONES of Alabama. Mr. Chairman, will the gentleman yield?

Mr. MAHON. I yield to the gentleman from Alabama who is widely experienced in highway legislation matters.

Mr. JONES of Alabama. Mr. Chairman, let me explain to the gentleman from Texas just what took place in formulating the scheme of the Interstate System. At the request of the President, in 1944, the Bureau of Public Roads, the Department of the Army, and the directors of the various State highway departments met for the purpose of working out a system of defense highways, which was to connect every principal city of 500,000 or more.

Under the direction of Interstate Highway Director, Mr. Greer, we were given the designation of the roads.

Mr. MAHON. Mr. Dewitt Greer, highway engineer of Texas, is the best in the business, we think.

Mr. JONES of Alabama. That was included in the act of 1946, which was implemented by the act of 1956. There was no change in 1956 in the implementation of the original act.

We have sought to establish future requirements to be added on the Interstate System by a report to be submitted by the Bureau of Public Roads, after consultation with the State highway departments, in January 1968. So the matter is being given thought and consideration by the departments.

Certainly the committee knows the importance of the additions and the future requirements. The number of vehicles placed on our highways makes it a matter of imperative concern. Therefore, we are going to proceed in as orderly a manner as we know how. Certainly we hope to provide to Lubbock, Tex., and to other of the larger cities accommodations of the highway system that will carry approximately 17 percent of the total traffic in the United States.

Mr. MAHON. I thank my friend from Alabama. Mr. Chairman, I would like to ask the gentleman what is his own estimate of the nature of legislation that we might possibly adopt to follow on after the present system is completed?

Mr. JONES of Alabama. I do not believe there is great urgency of planning because, as the report indicates, we are some \$8,900 million behind in our program, if the completion date is to be in 1972. After 1972, that would be the moment to make additions to the Interstate System, or 2 years prior to that time, because we have to have a leadtime

of 2 years for rights-of-way and plans and financial obligations.

Mr. MAHON. Is thought being given to some new approach to this problem in new legislation which will follow on? Or is the present system of interstate highways considered by the committee as generally the pattern we want to follow in the future?

Mr. JONES of Alabama. I believe the experience we have gained with the Interstate System is certainly a justification that we could proceed in that fashion.

Mr. KLUCZYNSKI. Mr. Chairman, will the gentleman yield?

Mr. MAHON. I yield to the able gentleman from Illinois [Mr. KLUCZYNSKI], who holds a position of major responsibility in road legislation.

Mr. KLUCZYNSKI. The question the gentleman asks is, Will there be more mileage added to the Interstate Highway System?

We have talked about that in the committee time and time again. I anticipate introducing legislation to add about 19,000 miles to the present 41,000 miles, because they are needed in this country.

The target date was 1972, as the gentleman will remember. The gentleman from Florida [Mr. CRAMER], and the Members on the minority side and on the majority side do not want any money taken out of the trust fund or diverted for anything else, sewers or beauty or anything. I have taken a pledge that not one penny will be taken out of that trust fund for anything other than the building of roads.

The CHAIRMAN. The time of the gentleman from Texas has expired.

(On request of Mr. KLUCZYNSKI, and by unanimous consent, Mr. MAHON was allowed to proceed for 3 additional minutes.)

Mr. KLUCZYNSKI. I am glad the gentleman asked me that question. We are thinking that once we complete the Interstate Highway System we will try to take care of people like Mr. CLEVINGER and Mr. KLUCZYNSKI and the States in distress, by trying to pick up the toll roads or toll bridges in distress. After we take care of all those people who are in trouble I believe we are going to put some additional miles on the Interstate Highway System.

We want to stop the slaughter of 50,000 people in the United States, and we are going to do it with good roads.

I am sure the gentleman from Texas is with us 100 percent. I am happy to say that, because he happens to be the chairman of that great Committee on Appropriations.

Mr. MAHON. I thank the gentleman very much.

Mr. ROBERTS. Mr. Chairman, will the gentleman yield?

Mr. MAHON. I yield to my colleague from Texas, a member of the House Committee on Public Works.

Mr. ROBERTS. I should like to compliment my distinguished colleague from Texas, and to say that the committee certainly appreciates the support it has received from his great committee, even though only a limited portion of the Interstate System is in his district.

There never has been a time when the chairman of the committee and his committee have not provided the finances needed for the Interstate System.

This committee is certainly obligated to help in any way it can on future mileage.

Mr. DON H. CLAUSEN. Mr. Chairman, will the gentleman yield?

Mr. MAHON. I yield to the gentleman from California.

Mr. DON H. CLAUSEN. As the chairman of the Appropriations Committee, I believe the gentleman has expressed a point of view we have heard oftentimes on our committee. The fundamental problem, of course, is the one of money to be able to complete the system on time. Again, we must have the ways and means. I respectfully ask for the cooperation of the Appropriations Committee in the placing of whatever influence or pressure possible on the Ways and Means Committee to enact legislation to permit us to complete the schedule on time.

Mr. MAHON. Of course, the Ways and Means Committee does have a problem.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. MAHON. I yield to the gentleman from Iowa.

Mr. GROSS. I believe it can be established that my home city in Iowa is in the same boat as the gentleman's home city in Texas; that is, it is one of some five cities which has no interstate connection, nor anything to look forward to in the immediate future.

With the gentleman, I hope we can get something more than thoughtful consideration from the members of the committee, especially if additional mileage is to be added.

Mr. MAHON. It is true that 1973 seems a long way off at this time. I believe we do need to be giving this matter as much thought as possible, and we need to begin planning for what we will do later on. A lot of preliminary planning and legislation will be required before the necessary roads can be constructed. I hope the Bureau of Public Roads will be able to make a report to Congress long prior to January 1968.

AMENDMENT OFFERED BY MR. CLEVELAND

Mr. CLEVELAND. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CLEVELAND: On page 15 strike out line 1 and all that follows through and including line 17, and renumber succeeding sections and references thereto accordingly.

Mr. CLEVELAND. Mr. Chairman, now that the committee has gone on record as having defeated my last amendment, and now that it has gone on record as being opposed to the preservation of parks and park lands, and historic sights, I believe it is appropriate for us to review this beautification section in the bill before us.

I ask Members to turn to page 15 of the printed bill, H.R. 14359.

My amendment very simply strikes out the first three sections on page 15, the authorization of appropriations for beautification for fiscal 1968 and 1969. Let

me make it clear at the outset that I have been informed the administration did not request these authorizations. The administration did not request these authorizations at this time. Let me make another point quite clear. These authorizations for the beautification program are for the fiscal year ending June 30, 1968 and 1969. So the action we take here, I hope, which is to strike these authorizations out, is not a final vote on the authorization for the beautification program. What it means in essence is that next year, next year—and presumably some of us will be here next year—we will then have to consider the amount of money we are going to authorize for the beautification program. There is considerable uncertainty about the beautification program, about its implications, its impact, its costs and how it is going to work out. To force ourselves to review this program next year makes eminent good sense. I do not think I have to remind you of the pressures on the available Federal dollar and I do not think I have to remind you of the remarks of the distinguished gentleman from Illinois [Mr. ARENDS], who earlier today pointed out to you that the President of the United States has called legislative leaders to the White House on occasion after occasion and has counseled fiscal restraint. I do not have to remind you that the President of the United States is now pointing a finger at Congress and saying that we are authorizing and appropriating more than he has asked for, and this is one example of it. I do not have to remind you that inflation and the high cost of living is an issue which is here presently, right now. Some of you may be able to follow the wise counsel of that distinguished Secretary of Agriculture, Mr. Freeman, and some of you may be able to slip, slide, and duck the inflation issue. However, I think every legitimate opportunity that we have to face it head on should be taken. It should be taken forthrightly and immediately. Here is an opportunity to face up to the problem by striking out from this bill on page 15 section 8 (a), (b), and (c). It is not a final vote that kills for all time the beautification program. This was not asked for in the first instance by the administration. It simply defers it to next year, when the fiscal situation facing this country may be clearer and when the actual workings of the beautification program may be clearer and when the state of the American dollar and our budget may be clearer. It simply defers it until next year. It is simply putting off to that time consideration of how much this House wishes to authorize for the highly controversial beautification program.

Mr. Chairman, I urge the adoption of this amendment.

Mr. FALLON. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I oppose the amendment offered by the gentleman from New Hampshire. In the first place, the gentleman had the opportunity available to him in the committee to oppose this section he brings up on the floor here today. He voted to report the bill favorably with this section in the bill that we are offering today. The reason why we have

this item in here is because if this is not authorized in this bill, then the beautification program is dead. It will have to be passed again at a subsequent date.

Mr. Chairman, under the bill that was sent up here by the administration, they said that no funds will be available to carry out this section after July 1, 1966, which means that any funds in the trust fund will be available after July 1, 1966 out of the trust fund.

Mr. Chairman, the amounts in here specifically stated that this money will come out of the general fund or out of money that will be transferred into the trust fund for this purpose so that it will not touch any of the money for construction.

Now, Mr. Chairman, the Congress passed this legislation in 1965. What the gentleman's amendment will do, if it is adopted, is to simply do away with the Beautification Act entirely.

Mr. Chairman, if that is the gentleman's intention, that is exactly what it will do. He is not cutting down the funds. He is striking out the whole section authorizing the appropriating of the funds.

Mr. CLEVELAND. Mr. Chairman, will my distinguished chairman of the full committee yield to me at that point for just a moment?

Mr. FALLON. I shall be delighted to yield to the gentleman from New Hampshire.

Mr. CLEVELAND. Mr. Chairman, the distinguished chairman of our committee is quite correct in saying that I did not raise this point during the committee hearings held on this bill, and I did agree with the adoption of the bill and the report.

But, Mr. Chairman, in fairness I wish to remind the Members of the Committee of the Whole House on the State of the Union that all deliberations on this legislation were held more than 2 months ago, and the report was written more than a month ago. And it has been since that time, Mr. Chairman, that the President of the United States has called upon the Congress to stop spending and has pointed to us in public, telling us that we are overspending and are doing things that he did not ask to be done. I understand it is true that this is not part of the administration bill and that it is for the fiscal year ending 1968 and 1969.

Mr. Chairman, I do not believe it is fair to say that this kills the program. I believe it means that we shall have to take another look at it next year.

However, Mr. Chairman, the gentleman from Maryland [Mr. FALLON] is quite correct in saying that I did not propose this amendment in the committee, but I did not know that the President was going to hold Congress up to ridicule and scorn for having exceeded his budgetary requests.

Mr. FALLON. Mr. Chairman, the gentleman from New Hampshire is making a political speech which has nothing to do with the legislation now pending before the Committee on the floor today.

Mr. Chairman, we have always approached this matter on a nonpartisan basis.

Mr. Chairman, based upon some of the speeches which have been made it would seem that the approach to every expenditure upon which we are called to act, the same rule is used saying that the President said we must cut expenditures, except for the reasons, probably on which the opposition does agree.

Mr. Chairman, I do not know that this was specifically mentioned by the President to be cut as one of the expenditures that are not necessary this year or for next year. As a matter of fact, this program as authorized for appropriations for these programs, do not start until 1968 and 1969.

Mr. JONAS. Mr. Chairman, I move to strike the last two words.

(Mr. JONAS asked and was given permission to revise and extend his remarks.)

Mr. JONAS. Mr. Chairman, I rise in support of the amendment proposed by the gentleman from New Hampshire.

Mr. Chairman, I am not a member of the Committee on Public Works and, therefore, do not know what record was made in support of this proposed authorization.

But, Mr. Chairman, the gentleman from New Hampshire states that the funds under consideration were not budgeted by the President and were not included in this program as submitted to the Congress. It is my understanding that no funds were included for this purpose in the bill that passed in the other body. So we are here being asked to authorize the spending of about a half billion dollars which the administration did not request, which the other body did not include in the bill which passed there and which I understand will not even be needed next year.

Mr. Chairman, I was present at the White House when the President called all members of the Committee on Appropriations down there a few weeks ago and urged that the line be held and that his budget not be increased. He urged us to try and persuade Congress not to exceed his budget, pointing out that we were threatened with inflation. The fact is that the Government does not have any money to pay current bills and is having to go out into the money market and compete with private enterprise and compete with individuals who are seeking loans to build homes—with what result? We are paying the highest interest rates in modern times.

Recently the U.S. Treasury had to offer 5¼ percent interest to refund some Government bonds that became due. This is the highest interest rate in 45 years.

Fannie Mae just yesterday announced it would sell debentures which will return 5.91 percent interest—almost 6 percent interest on Fannie Mae debentures. Recently, Fannie Mae sold participation certificates in Government mortgages, as good as Government bonds, with the Government guarantee behind them, at discounts that will return an interest rate of 5.75 percent interest—unheard of in modern times.

Why is the situation brought about? Because the Government refuses to live within its means and continues to borrow money to pay current bills.

Mr. Chairman, now I am going to vote on every occasion when an opportunity presents itself to keep authorizations within budgetary limits and requests.

When appropriation bills are presented on the floor, the argument is made that you have got to go ahead and appropriate this money because it was previously authorized. The place to stop spending is in authorization bills.

Now I will support a reasonable program if the President will budget it and if he will include it in his recommendations. But as I understand it, he has not requested this money. If it is authorized in this bill today, we will be exceeding the President's request by \$493 million. I, for one, am not going to be a party to it. I am going to support the President of the United States in his efforts to curtail spending. I suggest his friends on the other side of the aisle should support him in this instance.

Mr. FINDLEY. Mr. Chairman, will the gentleman yield?

Mr. JONAS. I will be glad to yield to the gentleman from Illinois.

Mr. FINDLEY. Mr. Chairman, I am curious to know if anyone, whether it be the President or some lesser official of the Government, has rated this as a high priority item?

There are a lot of things we can spend money for, but has anyone come forward and designated this as something we must have in a time of war and in a time of inflation?

Mr. JONAS. Mr. Chairman, in addition to that and over and beyond that, he did not even request it. It is not on any priority list.

Mr. FINDLEY. Surely in these times there ought to be some priority ratings and I would appreciate if anyone can indicate who in the Government has given this a high priority standing, justifying this at a time of heavy inflationary pressures?

The CHAIRMAN. The time of the gentleman from North Carolina has expired.

Mr. CURTIS. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, to the extent that I can, I would like to add weight to the arguments for this amendment on the basis on which it has been presented and to say to the chairman of the committee that I think he is a little unfair in taking these remarks as being political, meaning in a narrow, partisan, political sense.

The President of the United States, I trust, was not being political when he told the committee and told the Congress and told the leaders of Congress that this Nation is in a very serious fiscal situation and that there are serious inflationary pressures, and he would urge the Congress to not exceed his requests in authorization bills and in appropriation bills. These statements directed criticism at us, the Congress.

Mr. Chairman, I have appeared many times on the floor to make the point, and this could be regarded as political perhaps—but I hope in a high sense—that the President has the power right now to cut back on expenditures and should do so.

I feel we now have reached the point where it is not a question of just cutting

out inefficient programs and programs that might be debatable, but it has reached the point where we are going to have to cut out or cut back or defer some programs on which there is agreement they are good programs and to be picked up when we can get around to financing them.

So, I hope, this is not to be viewed by the House today as a Republican-Democratic argument; or, if the Democrat leaders want to make it so, I would be pleased to campaign this fall on that basis. But I happen to know that there are many Democrats in the House who feel as deeply about this point as I do and who do not want it placed on a party basis and feel that it should not be. I hope that at this point we will evaluate this proposal, a proposal that the President, himself, has not listed, and as has been pointed out, and I think the Committee recognizes in the statement of the Chairman, did not specifically request.

This is exactly the kind of program we would do well to defer.

I think the gentleman from New Hampshire makes the point—and I think this is an accurate point—that this is not killing the program because we have a deferral date to 1969. We will have next year an opportunity to look at it again to see what sort of fiscal climate exists then. But today let us begin to exercise the kind of discretion which the President has requested and which I would urge each of you, as Members of Congress, we badly need to do. This country is in serious fiscal difficulty.

Mr. JONAS. Mr. Chairman, will the gentleman yield?

Mr. CURTIS. I yield to the gentleman from North Carolina.

Mr. JONAS. Before the gentleman finishes, I think the record should show the amount of money involved here is \$493 million, and it will have to come out of the general fund of the Treasury. Since we are still operating in the red, the money will have to be borrowed.

Mr. CURTIS. I want to thank the gentleman. I wish to point out that on page 15 of the committee report there is some very pertinent language:

Since 1963 there has been a consistent 2½-percent-a-year increase in construction costs. The committee is convinced that unless there is a substantial change in the general economic condition of the Nation, construction costs will continue to increase about the same rate during the foreseeable future.

Inflation is the very thing that is cutting back on our ability to build the highways and has brought about the picture that the committee further reports to us on page 18, that we are now about \$6 billion shy in the trust fund, and unless my committee, the Committee on Ways and Means, comes forward with increased taxes, we are going to have to stretch the highway program itself out until 1975.

So these are pertinent arguments, not narrow partisan political arguments, and I do hope that the Committee will view it in the light of those arguments.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. CURTIS. I yield to the gentleman from Missouri.

Mr. HALL. I would like to compliment the gentleman on what he has stated and assure the Committee I am in favor of the bill as a whole, but I am strongly in support of the amendment. I think it has been well demonstrated that the bill is inflationary. Second, it is not an administrative request. Third, it is not budgeted, although it will authorize increased obligatory authority.

I would like to point out one other thing. In section (a) of section 8 there is an increase of \$120,000 in the 2 fiscal years, and in section (b), the junkyard control section, there is an \$88 million increase for fiscal year 1968, and in the landscaping section, section (c) of section 8, there is a \$15 million increase in 1968 and a \$30 million increase in 1969.

Mr. SWEENEY. Mr. Chairman, I move to strike out the requisite number of words.

I think we are at a point in the consideration of this particular section that we are being moved as a Committee in two directions. On the one hand, the minority suggests to the Nation that the record of achievement of the Interstate Highway System is such that it is imperative and in the national interest that we should proceed without delay with the orderly continuance of this wonderful program that is so benefiting America and which has such a dramatic effect of benefit upon my State, yours, and every area of the country.

On the other hand, for purposes of perhaps political tact, in the consideration of this particular amendment, the tune changes to, "Let us support the President and slow down spending."

Let us set the record straight. As I understood the administration's proposal as it originally came down, as it was undertaken in discussions in the Subcommittee on Roads and in the full committee, the proposal was that the highway trust fund for beautification be incorporated without limitation. So this administration did not only seek authorization but sought unlimited resources for the promotion of the elimination of billboards, for the elimination of junkyards, and for the elimination of other offensive things, and for the scenic enhancement along our interstate highways.

Every one of us knows, as the distinguished ranking minority member of the Committee on Public Works has pointed out, that the efficiency of these programs depends upon long-range planning. The distinguished gentleman from Florida stood in the well not more than an hour ago and told us how we needed at least an 18-month lead so as to permit the departments of highway directors throughout the country to program for highway beautification.

Gentlemen, in my State—and I am sure in the States of other Members, the patience of the people of this Nation has worn thin with the tolerance along our public highways of the billboards, the junkyards, and all the things that offend scenic beauty. In my State—and perhaps in other States—we have already undertaken, as a consequence of the previous action by this body, to plan a vigorous attack upon billboards, junkyards,

and other offensive things along our highways.

I would ask the Committee to reject unanimously the suggestion, which is a belated 11th-hour suggestion—that we scuttle the national effort to clean up our highways.

Mr. CRAMER. Mr. Chairman, since the gentleman mentioned my name, I move to strike the requisite number of words. I do not intend to take the full 5 minutes, but I will say to the gentleman that I believe in view of his statements the record ought to be clarified.

First, the striking of this section 8 on page 15 will not scuttle the program, because we do not have to authorize until 1967, which is next year, and it will not scuttle the program. Secondly, the basic reason for even considering putting any authorization in was to try to make certain that money would not come in the future out of the trust fund. That language is not affected in any way by the amendment of the gentleman from New Hampshire [Mr. CLEVELAND]. Those provisions were drafted to make certain beautification or safety will not come out of the trust fund and they appear in other sections. That remains in the language of the bill and is not stricken by the amendment of the gentleman. So that basic justification for putting any money in is not affected by the gentleman's amendment. Those restrictions remain in if any money is going to be used for beautification after 1967.

I call attention to the fact that the 1966 and 1967 authorizations were approved last year in the substantive language of the basic act. So we are discussing in this legislation the authorizations for the years 1968 and 1969. The amendment of the gentleman does not, in my opinion, do destructive damage to the beautification program. Basically the problem I have with regard to the figures contained in the specific authorizations in the bill is that we have no testimony whatsoever on the record of our hearings as to how much money it would take in 1968 to, first, take care of the billboards, second, take care of the junkyards, and third, provide for general beautification purposes.

So I say it is not imprudent at all to consider next year how much money should go in, in the form of specific authorization, because I challenge anyone to show—yes, the gentleman who just rose, Mr. SWEENEY—where in the record it shows how much money is going to be needed. Where did the \$80 million figure come from in the record?

Where is the amount of money? I asked the question. I had no answer.

Mr. SWEENEY. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I mentioned the gentleman's name, and if he wants to answer my question I will yield to him.

Where did the money figure come from?

Mr. SWEENEY. I should like to address myself to that point, but I wish to say one thing in correction of a statement the gentleman made when he mentioned my name.

The gentleman suggested that the Cleveland amendment would not do

enormous destruction to the beautification effort.

Mr. CRAMER. It would not. We can do that next year.

Mr. SWEENEY. I respectfully suggest, it would gut the bill.

Mr. CRAMER. I refuse to yield further. The gentleman is not answering the question.

I ask the gentleman again, where is there evidence in the record that \$80 million is needed in 1968, and \$80 million is needed in 1969 for billboard control?

Mr. SWEENEY. The gentleman will agree that when this came from the administration there was an unlimited ceiling.

Mr. CRAMER. I asked the gentleman a question. There is nothing in the record to show how much money is needed. They do not know. For that reason I am going to support the gentleman's amendment.

I would suggest that we take a look at this next year, and consider putting in the amount of money that is proven to be needed.

There is nothing in the Senate bill whatsoever. There is no authorization in the Senate bill. The Senate did not think it would gut this program to leave it out this year. They put nothing in, because they know one cannot substantiate these figures.

We wanted to keep the money from coming out of construction in the trust fund. We will do that even if we pass the amendment of the gentleman from New Hampshire because his amendment does not strike that language.

Mr. GERALD R. FORD. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield to the minority leader.

Mr. GERALD R. FORD. There is nothing in the President's budget or any document which has come from the executive branch of the Government supporting or justifying this \$493 million included in this particular bill.

Let me say that within the past 2 weeks, or perhaps 3 weeks, the President has asked the leadership on both sides of the aisle, from both ends of the Capitol, to come down to discuss with him the problems of inflation which he sees resulting from the action of Congress in increasing his budget, both as to authorizations and appropriations.

The CHAIRMAN. The time of the gentleman from Florida has expired.

(On request of Mr. GERALD R. FORD, and by unanimous consent, Mr. CRAMER was allowed to proceed for 3 additional minutes.)

Mr. CRAMER. I yield further to the gentleman.

Mr. GERALD R. FORD. If my recollection is correct, the President has said publicly as well as otherwise that this Congress so far has increased in authorization his budget recommendations by \$6 billion. This proposal would increase it another \$493 million.

It seems to me if we are going to help the President with the effort that he is now, and I emphasize now, making to try to control the problems of inflation and the problems of increases in the cost of living, we should support the Cleveland

amendment. If you are for economy, we should try to strike from the bill the additional authorization of \$493 million.

For that reason I intend to support the amendment. I hope the committee will as well.

Mr. CRAMER. Mr. Chairman, I want to reiterate this, to make certain everyone understands. There was no money authorization in the Senate bill, which has already passed the other body. They did not believe it was necessary to put it in now. They intend to take a look at this next year.

The fact that we do not have money justification testimony by the administration, based upon which we could fix a reasonable and sound figure, means it makes sense for us to take the same action, so long as we protect the trust fund and keep it inviolate, against the taking of money from the construction money for beautification. We will do that even if we adopt the Cleveland amendment.

Mr. HARSHA. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. I yield to the gentleman from Ohio.

(Mr. HARSHA asked and was given permission to revise and extend his remarks.)

Mr. HARSHA. Mr. Chairman, I rise in support of this amendment and I had fully intended to file supplemental views to the committee report on this bill setting forth my objections to this particular provision in an otherwise very fine piece of legislation. However, as my colleagues know, I was granted an official leave of absence because of serious illness in my family and therefore was precluded from filing my objections.

In this particular provision, while the concept of beautifying our highways is a worthy one, it is certainly an untimely approach to alleviating the problem. As others have pointed out, the fiscal policies of this Government have contributed to the continual increase in the cost of living for all Americans and, until and unless this Government reduces its unnecessary spending on untimely domestic programs, I feel that the cost of living will continue to rise.

The President has, from time to time, reprimanded the Congress for exceeding his budgetary requests and as a matter of fact did not request the sum set forth in this legislation for highway beautification.

This provision in the bill authorizes the expenditure of some \$493 million and begins with fiscal 1968. We have ample time next year to review this program and make a reasonable authorization if conditions warrant at that time.

One of the principal causes for the continuing increase in interest rates is the fact that the Federal Government has no money of its own with which to pay for this largesse and, therefore, must compete in the commercial market for money. This has driven the cost of borrowing money to an alltime high and has also created a lack of available funds. The results of this activity are reflected in the many problems the people of America, the small businessmen, and the

homebuilders, are encountering in trying to find adequate funds with which to meet their current needs.

For this and many other reasons, Mr. Chairman, I believe the amendment should be adopted and the Committee should take another look at this particular program next year. There is ample time without upsetting the beautification program to do so.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New Hampshire [Mr. CLEVELAND].

The question was taken; and on a division (demanded by Mr. CRAMER) there were—ayes 48, noes 65.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. RYAN

Mr. RYAN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. RYAN: On page 20, insert after line 12 the following:

"USE OF CERTAIN FUNDS FOR URBAN MASS TRANSPORTATION PURPOSES

"SEC. 14(a) The Governor of a State may elect to have any funds apportioned to such State after the date of enactment of this Act under section 104 of title 23, United States Code, made available, in a manner prescribed by regulations of the Secretary of Commerce, to the Secretary of Housing and Urban Development for making grants, for urban mass transportation purposes within such State, under section 3 of the Urban Mass Transportation Act of 1964.

"(b) For purposes of this section:

"(1) the term 'State' includes the District of Columbia and Puerto Rico, and

"(2) the term 'Governor' means the chief executive officer of a State."

Mr. JONES of Alabama. Mr. Chairman, a point of order. I make the point of order that the amendment is not germane and it is foreign to the objectives of the title of the bill.

The CHAIRMAN. Does the gentleman from New York desire to be heard on the point of order?

Mr. RYAN. The purpose of the amendment is very clear, Mr. Chairman. I believe it is germane. It deals specifically with the funds authorized by the pending bill. It would make it possible for the Governor of a State to elect to use the funds apportioned under the Federal-aid highway program for the purposes of mass transportation if he so desires. It neither directs nor compels a Governor; but at his option the funds would be available so that a State could allocate funds for mass transportation purposes as well as highways in order to achieve a balanced transportation system.

Mr. JONES of Alabama. Mr. Chairman, I insist on the point of order.

The CHAIRMAN. The gentleman from Alabama insists on his point of order.

The amendment offered by the gentleman from New York would permit use of highway funds for mass transportation and is completely foreign to the bill under consideration. Under clause 7 of rule XVI no motion or proposition on a subject different from that under consideration shall be admitted under color of amendment. This is a highway bill and it does not go to the mass trans-

portation problem. Under the rules, the Chair sustains the point of order of the gentleman from Alabama.

Mr. RYAN. Mr. Chairman, I move to strike the last word.

(Mr. RYAN asked and was given permission to revise and extend his remarks.)

Mr. RYAN. Mr. Chairman, I am not going to take the full 5 minutes.

Mr. Chairman, when I argued the point of order, I explained the purpose of my amendment. The urban transportation problem is increasingly critical and should no longer be the stepchild to the Federal-aid highway program. Congress has been profligate in the amount of money committed to the highway programs.

The gentleman from Illinois [Mr. KLUCZYNSKI] pointed out earlier that the State of Georgia has received far more than its share of highway funds. I might add that the highway program has received far more than its share of Federal funds in comparison to the need for financing mass transit.

Mr. Chairman, I hope that the committee will give serious consideration to our urban needs before more time has elapsed. The cities of our Nation are now being choked by automobiles; the highways are pouring them into our urban centers; the problem of mass transportation cannot be ignored any longer.

The need for more mass transportation in our Nation must be evident to all, yet the cities and States of our Nation do not have the resources to meet the need. In 1961 the Institute of Public Administration, in a report to the Secretary of Commerce and the Housing and Home Finance Administrator, estimated that the total capital requirements for mass transportation during the 1960's would be at least \$9.8 billion. Today, 5 years later, this estimate must be regarded as conservative.

Despite the glaring need for Federal action, the Congress has not met the challenge. Our major action in the field is the Mass Transportation Act of 1964, but that measure provided for only \$375 million in Federal aid, and even this small amount was spread over 3 years, with only \$75 million for fiscal year 1965, and \$150 million for each of the following 2 fiscal years.

On the other hand, the bill we consider today would authorize appropriations of almost \$12 billion for the next 2 fiscal years for highway construction. This is part of a \$51 billion Federal-aid highway program, and almost 80 times the amount spent annually on mass transportation. The stinginess of Federal Government in the field of mass transportation is being matched by extreme generosity in highway legislation.

These figures raise the question of priorities: whether we are going to forsake our mass transportation needs while subsidizing the commuter through highway legislation. The extent of this auto subsidization is staggering. Prof. William Vickrey, a Columbia University economist, estimated that highway addition specifically required to handle rush-hour

traffic on a projected Washington, D.C., highway would cost an additional \$23,000 for each commuter's car. In New York City, the Regional Plan Association, using Professor Vickrey's studies, estimates the subsidy to urban rush-hour motorists as 10 cents a mile per car. This is the equivalent of paying each motorist the cost of gas, oil, and depreciation for all his commuting travel.

The effect of this priority decision is apparent in terms of Federal grants. The Federal Government pays 90 percent of the cost of a highway if it is part of the Interstate System, and 50 percent of the cost of a highway if it is not part of the system. Through these terms, we have poured billions of Federal taxpayers' dollars into highways since 1956—10 years ago. Yet we have had only limited funds available for mass transportation—and those only since 1964, 2 years ago.

The amendment which I proposed is similar to my bill, H.R. 12852, and legislation introduced by our colleague from New York [Mr. BINGHAM], and Senator TYDINGS. It would permit the Governors of the several States to elect to use part of their highway apportionment for mass transit. I regard it as a stop-gap measure, but it would be an important step in achieving balance in transportation systems. We must eventually coordinate roads and rails and allocate funds according to an overall, comprehensive plan.

I regret that we will not begin today.

Mr. GROSS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Chairman, earlier this afternoon I understood one of the speakers to state that the West Virginia toll road had been taken into the Interstate System.

I would like someone, preferably a member of the committee, to respond to the question of whether or not it is true if the West Virginia toll road has been taken into the Interstate System, and if so, upon what basis?

Mr. KLUCZYNSKI. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Illinois.

Mr. KLUCZYNSKI. Mr. Chairman, that is something new to me. I have never heard of anything like that. Does the gentleman mean to tell me that the Interstate Highway System has taken in the West Virginia toll road?

Mr. GROSS. I believe that is what was indicated.

Mr. KLUCZYNSKI. Mr. Chairman, if the gentleman will yield further, I did not know that.

Mr. GROSS. Mr. Chairman, I am making inquiry as to the status of that roadway.

Mr. KLUCZYNSKI. Yes.

Mr. GROSS. But, has it been taken into the Interstate System?

Mr. KLUCZYNSKI. I do not know.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. GROSS. Of course I yield to the gentleman from Oklahoma.

Mr. EDMONDSON. The gentleman has sponsored legislation to try to make it possible to freeze some of these toll roads. Since the Interstate System has frozen roads into the Interstate System, we do have at this time, in some States, designations of toll roads as routes available, as extensions of the Interstate System, where you do not have available roads which measure up to the Interstate standards which go between the two State points.

However, I believe it is accurate to say that this represents an actual incorporation into the Interstate System of these turnpikes.

Mr. GROSS. Mr. Chairman, I am glad to hear that no toll roads have been taken into the Interstate System on the basis of payment from interstate funds.

Mr. EDMONDSON. Mr. Chairman, if the gentleman will yield further, I have also driven across the country and am quite aware of the fact that one will see the markers up on some toll roads where they are not available between certain routes.

Mr. GROSS. I understand that perfectly.

Mr. Chairman, I yield back the balance of my time.

Mr. BINGHAM. Mr. Chairman, I move to strike the requisite number of words.

(Mr. BINGHAM asked and was given permission to revise and extend his remarks.)

Mr. BINGHAM. Mr. Chairman, I rise to call attention to the fact that the Federal-Aid Highway Act of 1966 now before us serves to perpetuate a discrimination against commuters in our metropolitan centers. A little more than a year ago, on July 27, 1965, I submitted a bill, H.R. 10126, which would give State and local governments the authority to use a portion of the huge amounts of Federal aid now going into superhighway construction for mass transit where, in the judgment of the local government, creation of a balanced transportation system requires it. At the same time, Senator TYDINGS introduced a companion bill in the Senate, S. 2339. Shortly thereafter Representatives ASHLEY (H.R. 10170), FARBERSTEIN (H.R. 10171) and HALPERN (H.R. 10172) introduced companion bills. Earlier this year, my colleague, the gentleman from New York [Mr. RYAN], also introduced the proposal in the House, H.R. 12823.

On July 28, 1965, I inserted in the RECORD—pages A4143–A4144—the full text of a joint statement which I issued with Senator TYDINGS on this subject. It describes in detail some of the more compelling arguments in support of this proposal. I am pleased to say that in the months following submission of this proposal, it has drawn extensive support.

The Regional Plan Association, a highly respected private organization which concerns itself with the problems of the New York-New Jersey-Connecticut region, has endorsed the idea of pooling Federal mass transit and highway aid. The mayor of New York City and the president of the city council have each endorsed this bill, as have city officials of Baltimore and many other private and public bodies and individuals.

As the President noted in advocating creation of a northeast corridor rapid rail transit which would provide new insights into the technology of mass transit, 7 out of every 10 U.S. citizens now reside within city limits. This presents a problem of movement of people to and from work, school, residences, and service facilities which staggers the imagination. As the transit strike in New York City demonstrated earlier this year, private motor vehicles cannot hope to meet this task.

The bill before us authorizes many billions of dollars for the highway program, \$4,500 million for the next fiscal year, and a total of well over \$22 billion from now until 1972. By contrast, the Mass Transit Act reported out by the House Banking and Currency Committee authorizes only \$175 million and the Senate version \$225 million. Whatever sum will emerge from the Congress, the disparity between this amount and the figure for highway aid is enormous. The relation between the two seems to be in inverse proportion to the numbers of people to be served and to the demonstrated need.

In my own city, New York, the mass transit system is wholly inadequate. The fare has just been raised by one-third and the predictions are that it will be raised by an additional one-fourth in the near future. In a period of rising prices, where those least able to support themselves on their incomes are already hard-pressed and where the specter of inflation threatens to further reduce their capacity to be self-supporting, a marked increase in the cost of daily commuting aggravates the pressures.

I regret to report that various pressure groups have done much to attempt to distort the meaning and impact of my proposal. Some of them have suggested that the proposal is aimed at preventing any further construction of highways; an assertion which is untrue. Most of these groups argue that there is something "immoral" or "un-American" about using taxes collected from the sale of motor fuel or automotive products for anything other than highways.

In that connection, I urge our colleagues to read very carefully the text of the report accompanying the pending bill—House Report No. 1704. On page 4, the committee traces the history of earmarking taxes for highways. It points out that, prior to 1956, all such taxes simply went into the General Treasury, presumably for use as the priority of general national needs dictated at any given time.

I also would call attention to a serious misleading statement of fact on that same page of the report: a common misstatement that has distorted the picture of present benefits and burdens. The report says that the "Federal-aid program was placed on a wholly highway-user-financed, pay-as-you-build basis." In fact, the cost of the highways is paid by all who use automotive goods or services, regardless of whether they ever use a 90-percent federally subsidized road. Some vehicles use such roads constantly, others only rarely or never. This was confirmed in studies made on the Kennedy Expressway in Chicago and on the New York City expressways. These studies show that taxes paid by users of

these roads often pay less than 30 percent of the cost. If equivalent subsidies were paid to subway and bus riders such as are given to those who drive on the expressways, we would have to pay the subway and bus riders to get on these conveyances.

Every time we buy gasoline we contribute to this fund, regardless of whether our travels are along city streets or non-subsidized roadways. The only way in which we could truly have highway users foot the whole cost of these ribbons of concrete would be to impose tolls based on construction and maintenance costs. I do not advocate this extreme action but I would think that so long as the financing is done as it is, that the equating of highway users with all who pay the automotive and gasoline taxes should stop.

Mr. Chairman, I urge that hearings be held on the various proposals for adequate mass transit aid. As our cities get more congested and as it gets more expensive and more onerous to move about in our metropolitan centers, the need for coordinated planning and balanced effort grows more urgent. Those who must use automobiles and trucks should welcome a program which would reduce highway congestion by diverting the daily commuter to mass transit.

It is incongruous that we speak so often about the need to rejuvenate our cities and to reduce the cost of living but do so little to provide the means which would permit more effective planning for our metropolitan areas and, at the same time, reduce the heavy burdens upon our commuters.

Implicit in our Federal transportation aid programs is the conclusion that it is better to move commuters by private automobile than by mass transit. The sheer weight of funds reflects this and, because of the matching fund character of the highway aid program, States and cities are virtually obligated to commit large sums to highway construction which might otherwise be available for mass transit. My proposal would give each local government the flexibility to determine how best to allocate available transportation funds—on the basis of local needs.

I believe that any fair review of the experience of our metropolitan centers will show that the mass transit needs are more urgent than the highway needs. I urge that that review be made by the Congress and that more adequate and equitable programs be devised to meet the needs of our cities and the large majority of our people.

Mr. FALLON. Mr. Chairman, will the gentleman yield?

Mr. BINGHAM. I yield to the gentleman.

Mr. FALLON. Mr. Chairman, may I suggest to the gentleman that perhaps he would wish to discuss these points he is making today before this Committee next week when the Committee will consider the bill, H.R. 14180, the Urban Mass Transit Act of 1966.

Mr. BINGHAM. Mr. Chairman, I thank the gentleman for his comment. My point is that I think that some of the funds that are now being used for the purpose of highway aid should on the

basis of local option be made available for transfer to the mass transportation needs.

Mr. Chairman, this is not something that can be done within the scope of mass transit aid programs as they have been submitted to this House in the past and as they will be submitted next week.

The CHAIRMAN. The question is on the committee amendment.

The committee amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. ROSTENKOWSKI, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 14359) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, pursuant to House Resolution 936, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered. The question is on agreeing to the committee amendment.

The committee amendment was agreed to.

The SPEAKER. The question is on engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

MOTION TO RECOMMIT

Mr. GERALD R. FORD. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. GERALD R. FORD. In its present form, I am, Mr. Speaker.

The SPEAKER. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. GERALD R. FORD moves to recommit the bill H.R. 14359 to the Committee on Public Works with instructions to report the same back to the House forthwith with the following amendment:

"Page 15, strike out line 1 and all that follows through and including line 17 and renumber succeeding sections and references thereto accordingly."

Mr. KLUCZYNSKI. Mr. Speaker, I move the previous question on the motion to recommit.

The previous question was ordered.

Mr. CRAMER. Mr. Speaker, a parliamentary inquiry.

The SPEAKER. The gentleman will state it.

Mr. CRAMER. Do I correctly understand that this is the same as the amendment offered in the committee by the gentleman from New Hampshire [Mr. CLEVELAND] to strike out the beautification section?

The SPEAKER. The Chair has no personal knowledge. The question is on the motion to recommit.

Mr. GERALD R. FORD. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 173, nays 175, not voting 84, as follows:

[Roll No. 215]

YEAS—173

Abbitt	Dulski	Minshall
Abernethy	Duncan, Oreg.	Mize
Adair	Duncan, Tenn.	Moore
Anderson, Ill.	Dwyer	Morton
Andrews,	Edwards, Ala.	Mosher
Glenn	Ellsworth	Nelsen
Andrews,	Erlenborn	O'Brien
N. Dak.	Evans, Colo.	O'Neal, Ga.
Arends	Findley	Pelly
Ashmore	Fino	Pirnie
Ayres	Fisher	Poff
Bates	Flynt	Pucinski
Battin	Foley	Quile
Belcher	Ford, Gerald R.	Quillen
Bell	Fountain	Randall
Bennett	Frelinghuysen	Reid, Ill.
Berry	Fuqua	Reid, N.Y.
Betts	Gathings	Reifel
Bolton	Gettys	Robison
Bow	Goodell	Rogers, Tex.
Bray	Green, Oreg.	Roush
Broomfield	Gross	Rumsfeld
Brown, Clarence J., Jr.	Grover	Satterfield
Broyhill, N.C.	Gurney	Schmidhauser
Broyhill, Va.	Hagan, Ga.	Schneebell
Buchanan	Haley	Schweiker
Burleson	Hall	Secrest
Byrnes, Wis.	Halpern	Selden
Cabell	Hamilton	Shriver
Cahill	Hansen, Idaho	Smith, Calif.
Callaway	Hardy	Smith, Iowa
Carter	Harsha	Smith, N.Y.
Cederberg	Harvey, Mich.	Smith, Va.
Chamberlain	Henderson	Springer
Clancy	Horton	Stafford
Clausen,	Hosmer	Stalbaum
Don H.	Huot	Stanton
Clawson, Del	Hutchinson	Stephens
Cleveland	Ichord	Stratton
Collier	Johnson, Pa.	Talcott
Colmer	Jonas	Teague, Calif.
Conable	Jones, N.C.	Teague, Tex.
Conte	Keith	Thomson, Wis.
Cooley	Kornegay	Tuck
Corbett	Kunkel	Tunney
Craley	Langen	Ullman
Cramer	Latta	Utt
Culver	Lennon	Vigorito
Curtin	Lipscomb	Walker, Miss.
Curtis	McClory	Watkins
Dague	McCulloch	Watson
Davis, Wis.	McDade	Whalley
Derwinski	McEwen	Whitener
Devine	McVicker	Widnall
Dickinson	MacGregor	Williams
Dole	Mailliard	Wolff
Dowdy	Marsh	Wyatt
Downing	Matthews	Wydler
	May	Younger

NAYS—175

Adams	Flood	Jennings
Addabbo	Fogarty	Joelson
Albert	Ford,	Johnson, Calif.
Annunzio	William D.	Johnson, Okla.
Aspinall	Fraser	Jones, Ala.
Barrett	Friedel	Karsten
Beckworth	Fulton, Pa.	Kastenmeier
Bingham	Fulton, Tenn.	Kee
Blatnik	Gallagher	Kelly
Brooks	Garmatz	King, Calif.
Brown, Calif.	Giaimo	Kluczynski
Burke	Gibbons	Leggett
Burton, Calif.	Gilbert	Long, Md.
Byrne, Pa.	Gilligan	Love
Chelf	Gonzalez	McCarthy
Clark	Grabowski	McDowell
Clevenger	Gray	McFall
Cohelan	Green, Pa.	McGrath
Cunningham	Grider	Macdonald
Daddario	Griffiths	Machen
Daniels	Hagen, Calif.	Mackay
de la Garza	Hanley	Mackie
Dent	Hanna	Madden
Denton	Hansen, Iowa	Mahon
Dingell	Hansen, Wash.	Matsunaga
Dorn	Hathaway	Meeds
Dow	Hays	Miller
Dyal	Hechler	Mills
Edmondson	Helstoski	Minish
Edwards, Calif.	Hicks	Mink
Everett	Hollifield	Moeller
Evins, Tenn.	Holland	Monagan
Fallon	Howard	Morgan
Farbstein	Hull	Morris
Farnsley	Irwin	Moss
Fascell	Jacobs	Multer
Feighan	Jarman	Murphy, Ill.

Murphy, N.Y.
Natcher
Nix
O'Hara, Ill.
O'Konski
Olson, Mont.
Olson, Minn.
O'Neill, Mass.
Ottinger
Patman
Patten
Pepper
Perkins
Pickle
Pike
Poage
Price
Race
Redlin
Resnick
Reuss
Rhodes, Pa.

Rivers, S.C.
Roberts
Rodino
Rogers, Colo.
Rogers, Fla.
Ronan
Rooney, N.Y.
Rooney, Pa.
Rosenthal
Rostenkowski
Roybal
Ryan
St Germain
St. Onge
Saylor
Scheuer
Shipley
Sikes
Sisk
Slack
Staggers
Steed

Stubblefield
Sullivan
Sweeney
Taylor
Tenzer
Thomas
Thompson, N.J.
Thompson, Tex.
Todd
Udall
Vanik
Vivian
Waggonner
Waldie
Watts
White, Tex.
Whitten
Wright
Yates
Young
Zablocki

NOT VOTING—84

Anderson, Tenn.
Andrews, George W.
Ashbrook
Ashley
Bandstra
Baring
Boggs
Boland
Bolling
Brademas
Brock
Burton, Utah
Callan
Cameron
Carey
Casey
Celler
Conyers
Corman
Davis, Ga.
Dawson
Delaney
Diggs
Donohue
Edwards, La.
Farnum
Greigg

Gubser
Halleck
Harvey, Ind.
Hawkins
Hébert
Herlong
Hungate
Jones, Mo.
Karth
Keogh
King, N.Y.
King, Utah
Kirwan
Krebs
Kupferman
Laird
Landrum
Long, La.
McMillan
Martin, Ala.
Martin, Mass.
Martin, Nebr.
Mathias
Michel
Moorhead
Morrison
Morse
Murray
Nedzi

O'Hara, Mich.
Passman
Philbin
Pool
Powell
Purcell
Rees
Reinecke
Rhodes, Ariz.
Rivers, Alaska
Roncalio
Roudebush
Schisler
Scott
Senner
Sickles
Skubitz
Toll
Trimble
Tupper
Tuten
Van Deerlin
Walker, N. Mex.
Weltner
White, Idaho
Willis
Wilson, Bob
Wilson, Charles H.

So the motion to recommit was rejected.

The Clerk announced the following pairs:

Mr. Hébert with Mr. Halleck.
Mr. Kirwan with Mr. Martin of Massachusetts.
Mr. Keogh with Mr. Bob Wilson.
Mr. Edwards of Louisiana with Mr. Rhodes of Arizona.
Mr. Long of Louisiana with Mr. Harvey of Indiana.
Mr. Passman with Mr. Gubser.
Mr. Schisler with Mr. Brock.
Mr. Boggs with Mr. Laird.
Mr. Baring with Mr. King of New York.
Mr. George W. Andrews with Mr. Martin of Alabama.
Mr. Cameron with Mr. Reinecke.
Mr. Hawkins with Mr. Toll.
Mr. Roncalio with Mr. Morse.
Mr. Senner with Mr. Kupferman.
Mr. Van Deerlin with Mr. Mathias.
Mr. White of Idaho with Mr. Martin of Nebraska.
Mr. Hungate with Mr. Roudebush.
Mr. Krebs with Mr. Skubitz.
Mr. Rees with Mr. Brock.
Mr. Rivers of Alaska with Mr. Ashbrook.
Mr. Sickles with Mr. Michel.
Mr. Charles H. Wilson with Mr. Tupper.
Mr. Morrison with Mr. Walker of New Mexico.
Mr. Donohue with Mr. Diggs.
Mr. Philbin with Mr. Powell.
Mr. Corman with Mr. Dawson.
Mr. Delaney with Mr. Brademas.
Mr. Callan with Mr. Carey.
Mr. Casey with Mr. Celler.
Mr. Herlong with Mr. Scott.
Mr. Weltner with Mr. Trimble.
Mr. Moorhead with Mr. Willis.
Mr. O'Hara of Michigan with Mr. Greigg.
Mr. Farnum with Mr. Conyers.

Mr. Davis of Georgia with Mr. Ashley.
Mr. Anderson of Tennessee with Mr. Boland.
Mr. King of Utah with Mr. Bandstra.
Mr. Purcell with Mr. Nedzi.
Mr. Tuten with Mr. Karth.
Mr. Landrum with Mr. Murray.
Mr. Pool with Mr. McMillan.

Mr. FARBSTAIN and Mr. RACE changed their vote from "yea" to "nay."
Mr. DON H. CLAUSEN and Mr. TUNNEY changed their vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on the passage of the bill.

Mr. KLUCZYNSKI. Mr. Speaker, I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 341, nays 1, answered "present" 2, not voting 88, as follows:

[Roll No. 216]

YEAS—341

Abbott
Abernethy
Adair
Adams
Addabbo
Albert
Anderson, Ill.
Andrews, Glenn
Andrews, N. Dak.
Annunzio
Arends
Ashmore
Aspinall
Ayres
Barrett
Bates
Battin
Beckworth
Belcher
Bell
Bennett
Berry
Betts
Bingham
Blatnik
Bolton
Bray
Brooks
Broomfield
Brown, Calif.
Brown, Clarence J., Jr.
Broyhill, N.C.
Broyhill, Va.
Buchanan
Burke
Burleson
Burton, Calif.
Byrne, Pa.
Byrnes, Wis.
Cabell
Cahill
Callaway
Carter
Cederberg
Chamberlain
Chelf
Clancy
Clark
Clausen, Don H.
Clawson, Del.
Cleveland
Clevenger
Cohelan
Collier
Colmer
Conable
Conte
Cooley
Corbett
Craley
Cramer
Culver
Cunningham
Curtin
Curtis
Daddario
Dague
Daniels
Davis, Wis.

de la Garza
Dent
Denton
Derwinski
Devine
Dickinson
Dingell
Dole
Dorn
Dow
Dowdy
Downing
Dulski
Duncan, Oreg.
Duncan, Tenn.
Dwyer
Dyal
Edmondson
Edwards, Ala.
Edwards, Calif.
Ellsworth
Erlenborn
Evans, Colo.
Everett
Evins, Tenn.
Fallon
Farbstein
Farnsley
Fascell
Feighan
Findley
Fino
Fisher
Flood
Flynt
Fogarty
Foley
Ford, William D.
Fountain
Fraser
Frelinghuysen
Friedel
Fulton, Pa.
Fulton, Tenn.
Fuqua
Gallagher
Garmatz
Gathings
Gettys
Gialmo
Gibbons
Gilbert
Gilligan
Gonzalez
Goodell
Grabowski
Gray
Green, Oreg.
Green, Pa.
Grider
Griffiths
Gross
Grover
Gurney
Hagan, Ga.
Hagen, Calif.
Haley
Hall
Halpern
Hamilton
Hanley
Hanna

Hansen, Idaho
Hansen, Iowa
Hansen, Wash.
Hardy
Harsha
Harvey, Mich.
Hathaway
Hays
Hechler
Helstoski
Henderson
Hicks
Holifield
Holland
Horton
Hosmer
Howard
Hull
Huot
Hutchinson
Ichord
Irwin
Jacobs
Jarman
Jennings
Joelson
Johnson, Calif.
Johnson, Okla.
Johnson, Pa.
Jonas
Jones, Ala.
Jones, N.C.
Karsten
Kastenmeier
Kee
Keith
Kelly
King, Calif.
Kluczynski
Kornegay
Kunkel
Langen
Latta
Leggett
Lennon
Lipcomb
Long, Md.
Love
McCarthy
McClory
McCulloch
McDade
McDowell
McEwen
McFall
McGrath
McVicker
Macdonald
Machen
Mackay
Mackie
Madden
Mahon
Mailliard
Marsh
Matsunaga
Matthews
May
Meeds
Miller
Mills
Minish
Minshall

Mize
Moeller
Monagan
Moore
Morgan
Morris
Morton
Mosher
Moss
Multer
Murphy, Ill.
Murphy, N.Y.
Natcher
Nelsen
Nix
O'Brien
O'Hara, Ill.
O'Konski
Olson, Mont.
Olson, Minn.
O'Neal, Ga.
O'Neill, Mass.
Ottinger
Patman
Patten
Pelly
Pepper
Perkins
Pickle
Pike
Pirnie
Poage
Poff
Price
Pucinski
Quie
Quillen
Race
Randall
Redlin
Reid, Ill.
Reid, N.Y.
Reifel

Resnick
Reuss
Rhodes, Pa.
Rivers, S.C.
Roberts
Robison
Rodino
Rogers, Colo.
Rogers, Fla.
Rogers, Tex.
Ronan
Rooney, N.Y.
Rooney, Pa.
Rosenthal
Rostenkowski
Roush
Roybal
Rumsfeld
Ryan
Satterfield
St Germain
St. Onge
Saylor
Scheuer
Schmidhauser
Schneebeli
Schweiker
Secret
Selden
Shipley
Shriver
Sikes
Sisk
Slack
Smith, Calif.
Smith, Iowa
Smith, N.Y.
Smith, Va.
Springer
Stafford
Staggers
Stalbaum
Stanton

NAYS—1

Teague, Tex.

ANSWERED "PRESENT"—2

Ford, Gerald R.
Utt

NOT VOTING—88

Anderson, Tenn.
Andrews, George W.
Ashbrook
Ashley
Bandstra
Baring
Boggs
Boland
Bolling
Bow
Brademas
Brock
Burton, Utah
Callan
Cameron
Carey
Casey
Celler
Conyers
Corman
Davis, Ga.
Dawson
Delaney
Diggs
Donohue
Edwards, La.
Farnum
Greigg
Gubser

Halleck
Harvey, Ind.
Hawkins
Hébert
Herlong
Hungate
Jones, Mo.
Karth
Keogh
King, N.Y.
King, Utah
Kirwan
Krebs
Kupferman
Laird
Landrum
Long, La.
McMillan
MacGregor
Martin, Ala.
Martin, Mass.
Martin, Nebr.
Mathias
Michel
Mink
Moorhead
Morrison
Morse
Murray
Nedzi
O'Hara, Mich.

Passman
Philbin
Pool
Powell
Purcell
Rees
Reinecke
Rhodes, Ariz.
Rivers, Alaska
Roncalio
Roudebush
Schisler
Scott
Senner
Sickles
Skubitz
Toll
Trimble
Tupper
Tuten
Van Deerlin
Walker, Miss.
Walker, N. Mex.
Weltner
White, Idaho
Willis
Wilson, Bob
Wilson, Charles H.

So the bill was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Bow for, with Mr. Gerald R. Ford against.

Mr. Keogh for, with Mr. Utt against.

Until further notice:

Mr. Kirwan with Mr. Halleck.

Mr. Hébert with Mr. Martin of Nebraska.

Mr. Cameron with Mr. Reinecke.

Mr. George W. Andrews with Mr. Martin of Alabama.

Mr. Schisler with Mr. Ashbrook.

Mr. Roncalio with Mr. MacGregor.

Mr. Morrison with Mr. Brock.

Mr. Edwards of Louisiana with Mr. Skubitz.

Mr. Long of Louisiana with Mr. Harvey of Indiana.

Mr. Passman with Mr. Michel.

Mr. Philbin with Mr. Burton of Utah.

Mr. Boland with Mr. Morse.

Mr. Donohue with Mr. Martin of Massachusetts.

Mr. Delaney with Mr. Gubser.

Mr. Celler with Mr. Laird.

Mr. Carey with Mr. Mathias.

Mr. Casey with Mr. Rhodes of Arizona.

Mr. Krebs with Mr. Tupper.

Mr. Hungate with Mr. King of New York.

Mr. Pool with Mr. Roudebush.

Mr. Rivers of Alaska with Mr. Kupferman.

Mr. Rees with Mr. Walker of Mississippi.

Mr. Walker of New Mexico with Mr. Van Deerlin.

Mr. White of Idaho with Mr. O'Hara of Michigan.

Mr. Senner with Mr. Callan.

Mr. Charles H. Wilson with Mr. Brademas.

Mr. Sickles with Mr. Conyers.

Mr. Boggs with Mr. Bob Wilson.

Mr. Anderson of Tennessee with Mr. Baring.

Mr. Corman with Mr. Powell.

Mr. Davis of Georgia with Mr. Karth.

Mr. Moorhead with Mr. Dawson.

Mr. Toll with Mr. Hawkins.

Mr. Trimble with Mr. Willis.

Mrs. Mink with Mr. Diggs.

Mr. Purcell with Mr. Greigg.

Mr. Landrum with Mr. Scott.

Mr. Weltner with Mr. Nedzi.

Mr. Ashley with Mr. Bandstra.

Mr. Farnum with Mr. Tuten.

Mr. Herlong with Mr. McMillan.

Mr. King of Utah with Mr. Murray.

Mr. UTT. Mr. Speaker, I have a live pair with the gentleman from New York [Mr. KEOGH]. If he were present he would have voted "yea." I voted "nay." I withdraw my vote and vote "present."

Mr. GERALD R. FORD. Mr. Speaker, on this vote I have a live pair with the gentleman from Ohio [Mr. BOW]. If he were present he would have voted "yea." I voted "nay." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND REMARKS

Mr. WRIGHT. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days within which to revise and extend their remarks on the bill just passed.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. WRIGHT. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, and ask for its present consideration.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

The Clerk read the Senate bill, as follows:

S. 3155

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 103 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,300,000,000 for the fiscal year ending June 30, 1968, and the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1969."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968 and 1969, of the sums authorized to be appropriated for such years for expenditures on the National Systems of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 4. (a) Section 109(b) of title 23 of the United States Code is amended by inserting after the second sentence the following: "Such standards shall in all cases provide for at least four lanes of traffic."

(b) The Secretary of Commerce is authorized to modify project agreements entered into prior to the date of enactment of this Act pursuant to section 106 of title 23 of the United States Code for the purpose of effectuating the amendment made by this section with respect to as much of the National System of Interstate and Defense Highways as may be possible.

AUTHORIZATIONS

SEC. 5. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-

aid secondary highway systems in urban areas.

(2) For forest highways on the Federal-aid highway systems, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways on the Federal-aid highway systems, \$20,000,000 for the fiscal year ending June 30, 1968, and \$25,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$4,000,000 for the fiscal year ending June 30, 1968, and \$6,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$20,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

ALASKAN ASSISTANCE

SEC. 6. (a) Notwithstanding the provisions of section 116, funds made available to the State of Alaska under title 23, United States Code, may be expended by the State for maintenance of Federal aid highways.

(b) Notwithstanding the provisions of section 103, funds made available to the State of Alaska under title 23, United States Code, may be expended for construction of access and development roads that will serve resource development, recreational, residential, commercial, industrial, or other like purposes.

(c) For construction and maintenance of highways in the State of Alaska, out of the highway trust fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$10,000,000 for each of the fiscal years ending June 30, 1968, June 30, 1969, June 30, 1970, June 30, 1971, and June 30, 1972.

EMERGENCY RELIEF

SEC. 7. (a) The last proviso of subsection (f) of section 120 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails."

(b) Subsection (c) of section 125 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails."

(c) The second sentence of subsection (a) of section 125 of title 23 of the United States Code is hereby deleted and the following is substituted therefor: "Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000 the unexpended balance of such amounts shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated."

(d) Subsections (b) and (c) of section 125 of title 23, United States Code, are amended by striking the words "from the emergency fund" where they appear.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

SEC. 8. The Secretary of Commerce is authorized and directed to make a full and complete investigation and study of the advance acquisition of rights-of-way for future construction of highways on the Federal-aid highway systems, with particular reference to the provision of adequate time for the removal and disposal of improvements located on rights-of-way and the relocation of affected individuals, businesses, institutions, and organizations, the tax status of such property after acquisition and before its use for highway purposes, and the methods for financing advance right-of-way acquisition by both the State governments and the Federal Government, including the possible creation of revolving funds for such purpose. The Secretary shall submit a report of the results of such study to Congress not later than January 10, 1968, together with his recommendations.

STATE HIGHWAY DEPARTMENTS

SEC. 9. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: "In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms."

RELOCATION ASSISTANCE STUDY

SEC. 10. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than July 1, 1967. The study and investigation shall include, but shall not be limited to—

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns, and nonprofit organizations, and the extent to which the making of such payments and the providing of other financial assistance should be mandatory;

(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned, buildings, improvements, or other facilities to aid in the relocation of such displaced persons, business concerns, and nonprofit organizations;

(3) the extent to which the cost of acquiring such real property and constructing such buildings, improvements, and other facilities should be paid from the highway trust fund; and

(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements, and other facilities, which is not properly chargeable to the highway trust fund.

HIGHWAY STUDY—GUAM, AMERICAN SAMOA, AND THE VIRGIN ISLANDS

SEC. 11. (a) The Secretary of Commerce, in cooperation with the government of Guam, the government of American Samoa, and the government of the Virgin Islands is hereby authorized to make studies of the need for,

and estimates and planning surveys relative to, highway construction programs for Guam, American Samoa, and the Virgin Islands.

(b) On or before January 10, 1968, the Secretary of Commerce shall submit a report to the Congress which shall include—

(1) an analysis of the adequacy of present highway programs to provide satisfactory highways in both the rural and urban areas in Guam, American Samoa, and the Virgin Islands;

(2) specific recommendations as to a program for the construction of highways throughout Guam, American Samoa, and the Virgin Islands; and

(3) a feasible program for implementing such specific recommendations, including cost estimates, recommendations as to the sharing of cost responsibilities, and other pertinent matters.

(c) There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be available until expended, the sum of \$200,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

SOIL EROSION CONTROL

SEC. 12. Section 109 of title 23, United States Code, is amended by adding a new subsection as follows:

"(g) The Secretary shall not approve plans and specifications for proposed projects on any Federal-aid system unless he determines, after consultation with the Administrator of the Soil Conservation Service, that the plans include adequate measures to minimize soil erosion which might be caused by the proposed excavations and construction."

PRESERVATION OF PARK LANDS

SEC. 13. (a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows: "§ 137. Preservation of park lands.

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government park lands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless (1) there is no feasible alternative to the use of such land, (2) such program includes all possible planning to minimize any harm to such park or site resulting from such use."

Mr. WRIGHT. Mr. Speaker, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. WRIGHT: Strike out all after the enacting clause of the Senate bill, S. 3155, and insert in lieu thereof the provisions of the bill, H.R. 14359, as passed by the House.

The amendment was agreed to.

The Senate bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

APPOINTMENT OF CONFEREES

Mr. WRIGHT. Mr. Speaker, I ask unanimous consent that the House insist on its amendment to the Senate bill, S. 3155, and that the House request a conference with the Senate.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

The SPEAKER. The Chair appoints the following conferees: Messrs. FALLON, KLUCZYNSKI, BLATNIK, JONES of Alabama, CLARK, CRAMER, HARSHA, and CLEVELAND.

LEGISLATIVE PROGRAM FOR WEEK OF AUGUST 15, 1966

Mr. GERALD R. FORD. Mr. Speaker, I ask unanimous consent to address the House for 1 minute for the purpose of asking the distinguished majority leader the program for the remainder of this week and the program for next week.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. ALBERT. Mr. Speaker, will the distinguished gentleman yield to me?

Mr. GERALD R. FORD. I yield to the gentleman.

Mr. ALBERT. Mr. Speaker, in response to the inquiry of the minority leader, we have finished our legislative business for this week and the request will be made to adjourn over following the announcement of the legislative program.

Monday is the Consent Calendar—suspensions—16 bills:

H.R. 15639, to increase FNMA borrowing authority;

H.R. 16897, providing for the collection, compilation, publication, and sale of standard reference data;

H.R. 15566, amending Great Salt Lake Relict Lands Act;

H.R. 16114, correction of certain employment inequities with respect to premium compensation;

H.R. 14604, authorizing a study of facilities and services for visitors to the Nation's Capital;

H.R. 15024, amendment to Public Buildings Act of 1959;

H.R. 11555, the Chamizal Memorial Highway;

H.R. 11880, solution of lower Rio Grande salinity problem;

Senate Joint Resolution 108, Pan American Institute of Geography and History;

H.R. 13825, Tijuana River international flood control project;

House Joint Resolution 1169, International Conference on Water for Peace;

H.R. 16559, authorizing the establishment and operation of sea-grant colleges and programs;

H.R. 14136, authorizing increase in fee for migratory bird hunting stamp;

H.R. 12723, drugs and medicine for aid-and-attendance pensioners;

H.R. 16330, Philippine hospitalization and medical care; and

H.R. 16367, war orphans' training for children of certain Philippine veterans.

The above bills will not necessarily be called up in the order listed.

Tuesday and the balance of the week: Private Calendar and the consideration of the following bills:

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued August 15, 1966
For actions of August 12, 1966
89th-2nd; No. 133

CONTENTS

Adjournment.....19	Flood control.....12	Milk.....17
Alaska.....9	Flood insurance.....11	Perishable commodities..13
Appropriations.....2	Food for freedom.....6	Personnel.....5
CCC.....13	Food prices.....4	Roads.....3
Civil rights.....14	Housing.....1	Rural telephones.....21
Congressional organization.....10	Inflation.....20	School milk.....17
Consumers.....10	Interest rates.....16	Transportation.....18
Demonstration cities....18	Invasion of privacy.....5	Water pollution.....15
Electrification.....21	Legislative program.....18	Wheat.....8
	Loans.....9	World food.....7

SENATE

1. HOUSING. Passed, 61-3, with amendments S. 3711, to amend and extend laws relating to housing and urban development. pp. 18365-419
2. APPROPRIATIONS. The Appropriations Committee reported with amendments H. R. 15941, the defense appropriation bill (S. Rept. 1458). p. 18341
3. ROADS. Conferees were appointed on S. 3155, the road authorization bill. House conferees have been appointed. pp. 18419-21

4. FOOD PRICES. Sen. McGovern urged an "end to the unfair tendency of blaming farmers for every food price increase" and inserted two articles on the subject. pp. 18349-50
5. PERSONNEL; INVASION OF PRIVACY. Sen. Fong urged support for legislation designed to protect Federal employees from certain invasions of privacy. pp. 18351-2
6. FOOD FOR FREEDOM. Sen. Mondale commended and inserted Vice President Humphrey's speech which favors food for freedom and predicts expanded U. S. food production. p. 18353-4
7. WORLD FOOD. Sen. Montoya stressed the need for increased agricultural self-sufficiency in underdeveloped nations and urged increased U. S. agricultural development aid to Latin America. pp. 18356-7
8. WHEAT. Sen. McGovern inserted an article which points to a "need" for increased wheat production and concludes that farmers should be assured a fair return for producing that wheat. p. 18358
9. ALASKA; LOANS. Sen. Jackson inserted the fourth report to Congress on the actions taken by Federal agencies under the major Alaska earthquake-relief legislation, Public Law 88-451. pp. 18359-60
10. CONGRESSIONAL ORGANIZATION. Sen. Montoya announced the creation of a new standing Consumer Subcommittee of the Commerce Committee. pp. 18427-8
Sen. Monroney inserted several articles discussing various proposals for congressional reform. pp. 18354-6
11. FLOOD INSURANCE. Received from the President a report by the Secretary of Housing and Urban Development, "Insurance and Other Programs for Financial Assistance to Flood Victims." p. 18339
12. FLOOD CONTROL. Received from the President a report of the Task Force on Federal Flood Control Policy. p. 18341
13. CCC. Received from the Comptroller General a "report on opportunity to reduce costs of providing protection from heat and cold on shipments of certain perishable commodities, Commodity Credit Corporation, Department of Agriculture, dated August 1966." p. 18341
14. CIVIL RIGHTS. H. R. 14765, the proposed Civil Rights Act of 1966, was placed on the calendar. p. 18340
15. WATER POLLUTION. Sen. Hartke expressed concern over the Army Corps of Engineers' "dumping...polluted filth" into Lake Michigan. pp. 18439-40
16. INTEREST RATES. Sen. Gore expressed concern over the high interest rate situation and inserted an article which he stated "points out that our fiscal policy has done its part in forcing up interest rates." pp. 18361-3
17. SCHOOL MILK. Sen. Proxmire urged adequate funds for the operation of the school milk program. p. 18360

retary of Housing and Urban Development"; and

(2) by striking out "Administrator" in the second sentence and inserting in lieu thereof "Secretary of Housing and Urban Development".

(x) (1) Sections 493, 657, and 1006 of title 18, United States Code, are amended by striking out "Federal Housing Administration" and inserting in lieu thereof "Department of Housing and Urban Development".

(2) The eighth paragraph of section 709 of such title is amended to read as follows:

"Whoever uses as a firm or business name the words 'Department of Housing and Urban Development', 'Housing and Home Finance Agency', 'Federal Housing Administration', 'Federal National Mortgage Association', 'United States Housing Authority', or 'Public Housing Administration' or the letters 'HUD', 'FHA', 'PHA', or 'USHA', or any combination or variation of those words or the letters 'HUD', 'FHA', 'PHA', or 'USHA' alone or with other words or letters reasonably calculated to convey the false impression that such name or business has some connection with, or authorization from, the Department of Housing and Urban Development, the Housing and Home Finance Agency, the Federal Housing Administration, the Federal National Mortgage Association, the United States Housing Authority, the Public Housing Administration, the Government of the United States or any agency thereof, which does not in fact exist, or falsely claims that any repair, improvement, or alteration of any existing structure is required or recommended by the Department of Housing and Urban Development, the Housing and Home Finance Agency, the Federal Housing Administration, the Federal National Mortgage Association, the United States Housing Authority, the Public Housing Administration, the Government of the United States or any agency thereof, for the purpose of inducing any person to enter into a contract for the making of such repairs, alterations, or improvements, or falsely advertises or falsely represents by any device whatsoever that any housing unit, project, business, or product has been in any way endorsed, authorized, inspected, appraised, or approved by the Department of Housing and Urban Development, the Housing and Home Finance Agency, the Federal Housing Administration, the Federal National Mortgage Association, the United States Housing Authority, the Public Housing Administration, the Government of the United States or any agency thereof; or".

(3) Section 1010 of such title is amended—

(A) by changing the section heading to read as follows:

"§ 1010. Department of Housing and Urban Development and Federal Housing Administration transactions."; and

(B) by striking out "Federal Housing Administration" and inserting in lieu thereof "Department of Housing and Urban Development"; and

(C) by striking out "such Administration" both places it appears and inserting in lieu thereof "such Department".

(4) Section 1012 of such title is amended—

(A) by changing the section heading to read as follows:

"§ 1012. Department of Housing and Urban Development transactions."; and

(B) by striking out "Public Housing Administration" and inserting in lieu thereof "Department of Housing and Urban Development"; and

(C) by striking out "such Administration" each place it appears and inserting in lieu thereof "such Department".

(5) The analysis of chapter 47, title 18,

United States Code, immediately preceding section 1001, is amended—

(A) by striking out the item relating to section 1010 and inserting in lieu thereof

"§ 1010. Department of Housing and Urban Development and Federal Housing Administration transactions."; and

(B) by striking out the item relating to section 1012 and inserting in lieu thereof

"§ 1012. Department of Housing and Urban Development transactions."

(y) Title 38, United States Code, is amended—

(1) by striking out "Federal Housing Administration approved mortgagee designated by the Federal Housing Commissioner" in section 1802(d) and inserting in lieu thereof "mortgagee approved by the Secretary of Housing and Urban Development and designated by him".

(2) by striking out "Federal Housing Commissioner" in subsections (b), (d), and (e) of section 1804 and inserting in lieu thereof "Secretary of Housing and Urban Development".

(z) The fourth paragraph of section 24 of the Federal Reserve Act is amended by striking out "Housing and Home Finance Administrator" in the first sentence and inserting in lieu thereof "Secretary of Housing and Urban Development".

(aa) (1) The penultimate sentence of paragraph Seventh of section 5136 of the Revised Statutes (12 U.S.C. 24) is amended—

(A) by striking out "Federal Housing Administrator" and inserting in lieu thereof "Secretary of Housing and Urban Development (hereafter in this sentence referred to as the 'Secretary')"; and

(B) by striking out "Housing and Home Finance Administrator" and inserting in lieu thereof "Secretary".

(C) by striking out "Administrator" each place it appears and inserting in lieu thereof "Secretary"; and

(D) by striking out "Public Housing Administration" each place it appears and inserting in lieu thereof "Secretary".

(2) Paragraph (11) of section 5200 of the Revised Statutes (12 U.S.C. 84) is amended—

(A) by striking out "Housing and Home Finance Administrator or the Public Housing Administration" and inserting in lieu thereof "Secretary of Housing and Urban Development"; and

(B) by striking out "Administrator or Administration" each place it appears and inserting in lieu thereof "Secretary".

(bb) Any function or authority vested in or exercisable by the Federal Home Loan Bank Board, the Chairman thereof, or the Federal Savings and Loan Insurance Corporation immediately before the enactment of this Act shall not by this section or anything therein be affected or impaired, or subjected to any restriction or limitation to which it was not then subject.

Mr. LONG of Louisiana. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. MORSE. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. LONG of Louisiana. Mr. President, I ask unanimous consent that the Secretary of the Senate be authorized to make technical and clerical corrections in the engrossment of S. 3711, just passed by the Senate.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

AUTHORIZATION FOR ADMINISTRATION OF GENERAL SERVICES TO ACCEPT TITLE TO THE JOHN FITZGERALD KENNEDY LIBRARY

Mr. LONG of Louisiana. Mr. President, I do not believe there will be any objection to Calendar No. 1421, House Joint Resolution 1207, and I ask unanimous consent that it be considered at this time.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A joint resolution (H.J. Res. 1207) to authorize the Administrator of General Services to accept title to the John Fitzgerald Kennedy Library, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the joint resolution?

There being no objection, the joint resolution was considered, ordered to a third reading, read the third time, and passed.

AMENDMENT OF URBAN MASS TRANSPORTATION ACT OF 1964

Mr. LONG of Louisiana. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1401, S. 3700.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A bill (S. 3700) to amend the Urban Mass Transportation Act of 1964.

The PRESIDING OFFICER. The question is on the motion of the Senator from Louisiana to proceed to the consideration of the bill.

The motion was agreed to; and the Senate proceeded to consider the bill.

Mr. LONG of Louisiana. Mr. President, it is not intended to have a vote on this bill this evening, and debate on it will commence on Monday. If Senators care to make speeches on this bill or related subjects, or, for that matter, on any subject, they may do so, but there will be no further votes today.

FEDERAL-AID HIGHWAY ACT OF 1966

Mr. RANDOLPH. Mr. President, I ask the Chair to lay before the Senate the amendment of the House of Representatives to S. 3155.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes which was to strike out all after the enacting clause and insert:

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) **AUTHORIZATION OF APPROPRIATIONS.**—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,500,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$4,000,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$4,500,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$4,500,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$4,306,000,000 for the fiscal year ending June 30, 1972. Nothing in this subsection shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

EXTENSION OF TIME FOR COMPLETION OF SYSTEM

SEC. 4(a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

(b) The introductory phrase and the second and third sentences of section 104(b) (5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and such section 104(b) (5) is further amended by striking "fiscal year ending June 30, 1971", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972."

FOUR-LANING THE INTERSTATE SYSTEM

SEC. 5. Section 109(b) of title 23, United States Code, is amended by striking the period at the end of the second sentence and inserting in lieu thereof a comma and the following: "except that such standards shall provide for not less than four traffic lanes for the main traveled way of the Interstate System."

AUTHORIZATIONS

SEC. 6. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$100,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. Nothing in this paragraph shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways \$7,000,000 for the fiscal year ending June 30, 1968, and \$7,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$2,000,000 for the fiscal year ending June 30, 1968, and \$3,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$18,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

HIGHWAY BEAUTIFICATION

SEC. 7. (a) The last sentence of subsection (m) of section 131, and the last sentence of subsection (m) of section 136, of title 23, United States Code, are each amended to read as follows: "The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967."

(b) The last sentence of subsection (b) of section 319 of title 23, United States Code, is hereby amended to read as follows: "The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1967."

(c) (1) Chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following new section:

"§ 137. Limitation on authorization of appropriations for certain purposes

"(a) Notwithstanding any other provision of law, neither sections 131, 136, and 319(b) of this title, nor any provision of law relating to highway safety enacted after May 1, 1966, shall be construed to be authority for any appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

"(b) Any appropriation to carry out section 131, 136, or 319(b) of this title or any provision of law relating to highway safety enacted after May 1, 1966, must be authorized by a provision of law specifically setting forth the total amount authorized to be ap-

propriated for the fiscal year to carry out such section or other provision of law.

"(c) The highway trust fund established by section 209 of the Highway Revenue Act of 1956 shall not be available for any appropriation to carry out sections 131, 136, and 319(b) of this title, and any provision of law relating to highway safety enacted after May 1, 1966, in an aggregate amount which exceeds the amount of tax that would be imposed under section 4061(a) (2) of the Internal Revenue Code of 1954 if such section imposed a tax at the rate of 1 per centum plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes, but the total of all appropriations made from such fund to carry out these sections and provisions of law shall never exceed the total of all appropriations made to such fund based on the imposition of such tax plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes."

(2) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"137. Limitation on authorization of appropriations for certain purposes."

AUTHORIZATION OF APPROPRIATIONS FOR BEAUTIFICATION

SEC. 8. (a) There is authorized to be appropriated to carry out section 131 of title 23, United States Code, not to exceed \$80,000,000 for the fiscal year ending June 30, 1968, and not to exceed \$80,000,000 for the fiscal year ending June 30, 1969.

(b) There is authorized to be appropriated to carry out section 136 of title 23, United States Code, not to exceed \$28,000,000 for the fiscal year ending June 30, 1968, and not to exceed \$20,000,000 for the fiscal year ending June 30, 1969.

(c) There is authorized to be appropriated to carry out section 319(b) of title 23, United States Code, not to exceed \$135,000,000 for the fiscal year ending June 30, 1968, and not to exceed \$150,000,000 for the fiscal year ending June 30, 1969.

EMERGENCY RELIEF

SEC. 9. (a) The last proviso of subsection (f) of section 120 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails,".

(b) Subsection (c) of section 125 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails,".

(c) The second sentence of subsection (a) of section 125 of title 23 of the United States Code is amended to read as follows: "Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000, the unexpended balance of such amount shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated."

(d) The amendments made by this section shall take effect July 1, 1966.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

SEC. 10. The Secretary of Commerce is authorized and directed to make a full and complete investigation and study of the advance acquisition of rights-of-way for future construction of highways on the Federal-aid highway systems, with particular reference to the provision of adequate time for the removal and disposal of improvements located on rights-of-way and the relocation of affected individuals, businesses, institutions, and organizations, the tax status of such property after acquisition and before its use for highway purposes, and the methods for financing advance right-of-way acquisition by both the State governments and the Federal Government, including the possible creation of revolving funds for such purpose. The Secretary shall submit a report of the results of such study to Congress not later than January 10, 1967, together with his recommendations.

STATE HIGHWAY DEPARTMENTS

SEC. 11. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: "In meeting the provisions of this subsection, a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms, subject to requirements prescribed by the Secretary."

RELOCATION ASSISTANCE STUDY

SEC. 12. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than January 10, 1967. The study and investigation shall include, but shall not be limited to—

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns, and nonprofit organizations, and the extent to which the making of such payments and the providing of other financial assistance should be mandatory;

(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned, buildings, improvements, or other facilities to aid in the relocation of such displaced persons, business concerns, and nonprofit organizations;

(3) the extent to which the costs of acquiring such real property and constructing such buildings, improvements and other facilities should be paid from the highway trust fund; and

(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements and other facilities, which is not properly chargeable to the highway trust fund.

HIGHWAY STUDY—GUAM AND THE VIRGIN ISLANDS

SEC. 13. (a) The Secretary of Commerce, in cooperation with the government of Guam and the government of the Virgin Islands is hereby authorized to make studies of the need for, and estimates and planning surveys relative to, highway construction programs for Guam and the Virgin Islands.

(b) On or before January 10, 1967, the Secretary of Commerce shall submit a report to the Congress which shall include—

(1) an analysis of the adequacy of present highway programs to provide satisfactory highways in both the rural and urban areas in Guam and the Virgin Islands;

(2) specific recommendations as to a program for the construction of highways throughout Guam and the Virgin Islands; and

(3) a feasible program for implementing such specific recommendations, including cost estimates, recommendations as to the sharing of cost responsibilities, and other pertinent matters.

(c) There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be available until expended, the sum of \$150,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

Mr. RANDOLPH. Mr. President, the House of Representatives has passed S. 3155, the Federal-Aid Highway Act of 1966, with an amendment, and has insisted on its amendment and requested a conference.

I therefore move that the Senate disagree to the amendment of the House, agree to the conference, and that the Chair be authorized to appoint conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. RANDOLPH, Mr. GRUENING, Mr. MUSKIE, Mr. MOSS, Mr. COOPER, and Mr. FONG conferees on the part of the Senate.

PEOPLE DESERVE FACTS ABOUT DAMS ON THE COLORADO

Mr. FANNIN. Mr. President, somebody once observed that truth is the first casualty in a propaganda war. This is certainly true with respect to the campaign of deceit and outright falsehood being waged against one of the most urgently needed resource projects now pending in the Congress.

H.R. 4671, the Colorado River Basin Project Act, has been reported favorably by the Interior and Insular Affairs Committee of the House of Representatives after long and intensive study. It is the product of the most qualified engineering, economic, and governmental intelligence in our country.

More than a quarter century of study and planning have gone into the two hydroelectric dams that are the heart and lungs of the entire project.

On behalf of the people of Arizona and the other six States of the Colorado River Basin, I do not intend to let the campaign of vilification being directed against this project go unanswered.

Hualapai Dam at Bridge Canyon and Marble Canyon Dam would no more flood the Grand Canyon of the Colorado River than a few drops of water would flood the Senate Chambers.

Yet millions of Americans have been led to believe this absurd charge by frightening advertisements and uninformed news stories in some of the Nation's largest media.

The principal instigator of this campaign of deliberate deception is David Brower, executive director of the Sierra Club.

Mr. President, the Sierra Club is a reputable organization with many contributions to its credit in the field of con-

servation. I do not question the good intentions of its members.

What I must rise to challenge are the actions and words of Mr. Brower, whose barrage of untruth about this project has tarnished the reputation of the Sierra Club and done a disservice to the cause of true conservation.

The simple truth is that Hualapai and Marble Canyon Dams would not harm the Grand Canyon in any way. What they would do is make possible the maximum development of the Colorado River's total resources for the greatest possible benefit for the greatest number of people.

The basic elements of the old central Arizona project, which the Senate approved on two prior occasions, are included in H.R. 4671. Let me say that Arizona's need for supplemental water was apparent many decades ago; today that need is critical.

In the days ahead, Mr. President, I shall present the positive factual case for the Colorado River Basin project and further expose the frantic false alarms of Mr. Brower.

Meanwhile, I am aware that some of my colleagues are receiving mail from distributed constituents who have gained a totally false impression about the project.

I can assure all Members of the Senate that the senior Senator from Arizona and I will be pleased to assist any of our colleagues by providing the documented, factual information that will enable them to respond accurately to these citizen inquiries.

We have the facts, Mr. President, and we invite any questions or requests for information at any time about any aspect of this vitally needed legislation.

TWENTIETH ANNIVERSARY OF HILL-BURTON CONSTRUCTION ACT—TRIBUTE TO SENATOR HILL

Mr. LONG of Louisiana. Mr. President, the Senate will not be in session tomorrow, but August 13 marks the 20th anniversary of the enactment of the Hill-Burton Construction Act. This is landmark legislation. It has been one of the finest instances of Federal-State cooperation. It embodied a great deal of new thinking and was a pioneering piece of legislation in this area. It contained a novel principle that made it possible for low-income States to receive relatively greater aid than States in a better position; but every State has benefited from it.

Louisiana has had 238 projects approved adding 9,973 beds in hospitals and nursing homes and 98 other health facilities, at a total cost of \$170 million, with a Federal share of \$72 million.

The Senator from Alabama [Mr. HILL] is necessarily absent today. Unfortunately, in the course of his duties, he was injured, and presently is confined to his home, but he will be with us soon.

In his absence I wish to salute him as the principal sponsor of the Hill-Burton Act. This was a magnificent effort by two great Members of Congress to benefit the entire Nation by a well-considered hospital program.

It is very appropriate that on the 20th anniversary of this fine piece of legislation we should think of those two able Senators who sponsored the measure and brought about its enactment.

The Hill-Burton program, established in 1946 by legislation sponsored by Senators LISTER HILL of Alabama and HAROLD BURTON of Ohio, is a major example of Federal assistance to private as well as public groups for the attainment of public goals. It evolved from the recognition that the health of the Nation is a national resource and that Federal leadership and financial encouragement are warranted and necessary in preserving and augmenting that resource.

Federal-State cooperation in administration is fundamental to the program. Even before the legislation was enacted, the States assisted the Commission on Hospital Care in a survey of hospital need. They have continued in the forefront of activity throughout the 20 years of effort to provide appropriate settings for better patient care.

CONSTRUCTION

Building hospitals and related health facilities—while not the sole preoccupation of the Hill-Burton program—has been one of its principal objectives. The focus at all times has been on building facilities where they are most needed, not on construction as an end in itself.

Since it began, the Hill-Burton program has aided nearly 8,200 projects for the construction and expansion of health facilities. As of May 1, 1966, a total of 8,194 projects had been approved for Federal aid under the program. Of this total, 7,022 were completed and in operation. The remaining 1,172 were under construction or in the planning stage. When completed, these projects will provide 349,318 inpatient beds in hospitals and nursing homes and 2,372 other health facilities including public health centers, diagnostic and treatment centers, rehabilitation facilities, and State health laboratories.

The authorization of grants for modernization in 1964 broadened the scope of the program and permitted a shift in emphasis. Shortage of rural hospitals was no longer a major problem. The spotlight now turned on long-standing urban hospitals badly needing modernization. Both kinds of communities could now receive assistance on the basis of their differing needs. State plans now delineate modernization needs by geographic area and indicate their relative priority.

Mr. MORSE. Mr. President, I wish to join with the Senator from Louisiana in paying tribute to the great work of Senator LISTER HILL, not only in connection with the Hill-Burton Act, which was proposed in January 1945—the very month that I came to the Senate—but for his great humanitarian service during his many years in the Senate. I ask unanimous consent to have printed in the RECORD a very brief article by Senator HILL in the form of an editorial entitled "Hill-Burton At 20: Hospital Progress and Challenge," published in Today's Health for August 1966.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

HILL-BURTON AT 20: HOSPITAL PROGRESS AND CHALLENGE

(By LISTER HILL, U.S. Senator (D., Alabama))

(This month marks the 20th anniversary of the passage by the U.S. Congress of the Hill-Burton Act, which continues to provide special impetus to the improvement of the nation's hospitals. (For a behind-the-scenes view of one good typical small-city hospital, see "Journey Through a City of Care" on page 32 of this issue.)

(The American Medical Association, publisher of Today's Health, has supported the Hill-Burton program since its inception as it pertains to the improvement and modernization of hospitals and the development of diagnostic and treatment centers which are hospital-connected (but not those which are independent of hospitals).

(Sen. LISTER HILL, who, along with Sen. Harold Burton, introduced the original legislation in January 1945, here comments in a guest editorial on the significance of the Hill-Burton Act anniversary.—The Editors.)

Over the past two decades we have witnessed great progress in reducing the shortage of hospital beds. To measure our progress we have only to recall the situation that prevailed in 1946 when all of the states were confronted with a scarcity of hospital beds. In Ohio, for example, in 1945, only 26 of the 88 counties had accredited hospitals. For the country as a whole, there were some 15 million Americans living in 1200 counties that had no recognized hospital facilities. In contrast, the states now estimate that less than two million people are living in areas without acceptable hospital beds, and our population has increased by more than 50 million over the same two decades.

Under the Hill-Burton program, we have added 345,000 inpatient beds and constructed new or additional facilities in the case of more than 8000 hospitals, nursing homes, outpatient clinics, rehabilitation facilities, and public-health units. The total investment amounts to \$7.8 billion, including a federal share of \$2.4 billion.

We are grateful for our progress in the construction of hospitals and other medical-care facilities, but more important, we recognize the challenge that is the result of our progress.

We recognize that we must continue to construct hospitals and other medical-care facilities so that we can keep pace with population growth and the increased demand for health services as a result of legislation, our rising national income, and educational levels.

We recognize, too, that a hospital constructed and equipped 20 years ago is sometimes obsolete today in terms of modern medicine. Today, more than ever before, the practice of medicine depends upon access to the complex equipment that is essential to modern diagnostic and therapeutic techniques. We must carefully plan the modernization of obsolete medical-care facilities and carry out the construction that will solve one of our most pressing health problems.

The majority of our facilities for the care and treatment and restoration of the mentally ill and the mentally retarded are woefully inadequate. In the years ahead we must work in behalf of community-based programs that are comprehensive in their services, that the disability of mental disorders may be minimized.

We must also work for the construction of more rehabilitation facilities and sheltered workshops so that the benefits of rehabilitation can be extended to many more of the

physically and mentally disabled. The Vocational Rehabilitation Administration estimates that less than one-half of those in the labor force who could profit from vocational rehabilitation are receiving the required services.

We also face the challenge of providing for an adequate level of health manpower to staff our medical-care facilities and minister to our health needs. This means we must expand our training capacities for professional health manpower and paramedical personnel. More young people must be recruited into the field of health.

Only by marshalling our physical and human health resources will we take full advantage of the rapid advances in medicine. Over the past two decades we have accumulated more medical knowledge than was added during all previous periods in the entire history of medicine. Thus, the education of the physician is a continuing process and a lifelong pursuit.

On the 20th anniversary of the Hill-Burton Act, as we review the progress that has been made and contemplate the challenges that lie ahead, we might well recall the words of the eminent British statesman, Benjamin Disraeli, when he declared: "The health of the people is really the foundation upon which all their happiness and all their powers as a state depend."

Mr. MORSE. In the article, the Senator cited some statistics pointing out the great progress we have made under this humanitarian legislation to provide medical aid to the people of our country.

The article states:

In Ohio, for example, in 1945, only 26 of the 88 counties had accredited hospitals.

That was in 1945, almost yesterday in point of time. Senator HILL goes on to say:

For the country as a whole, there were some 15,000,000 Americans living in 1,200 counties that had no recognized hospital facilities. In contrast, the states now estimate that less than 2,000,000 people are living in areas without acceptable hospital beds, and our population has increased by more than 50,000,000 over the same 2 decades.

Under the Hill-Burton program, we have added 345,000 inpatient beds and constructed new or additional facilities in the case of more than 8,000 hospitals, nursing homes, outpatient clinics, rehabilitation facilities, and public-health units. The total investment amounts to \$7.8 billion, including a federal share of \$2.4 billion.

Mr. President, I know of no wiser Federal investment. In my judgment, the work of this great statesman really personifies an obligation that we all have as Senators to carry out a trust, to see to it that we implement the general welfare clause of the Constitution. For after all, this society of free people was designed by our forefathers, in the great constitutional structure that they built, to dedicate itself to promoting the general welfare of people. That is what our system of government is for. I cannot think of a better example, legislative-wise, of carrying out that trust than the Hill-Burton Act; and I think it particularly appropriate, on this 20th anniversary of that great hospital bill, that we pay tribute to LISTER HILL and to Harold Burton.

Toward the end of Senator HILL's guest editorial, he says:

Only by marshalling our physical and human health resources will we take full ad-

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

Issued August 24, 1966
For actions of August 23, 1966
89th-2nd; No. 140

CONTENTS

Agricultural appropriations.....1	Legislative program.....10	Rio Grand salinity.....8
Appropriations.....1,6	Lending.....20	Roads.....2
Beef imports.....17	Minerals.....13	Rules Committee.....8
Committee business.....13	Organization of Congress.....26	Rural development.....3
Cost of living.....5	Pacific Islands.....13	School lunch.....24
Disaster relief.....22	Packaging.....20	School milk.....16
Electrification.....29	Peace Corps.....12	Sea grant colleges.....8
Farm life.....18	Postal rates.....30	Taxes.....27
Forest roads.....2	Poverty.....14	Transportation.....9,10,21
Highway safety.....7	President's trip.....15	Truth bills.....20
Information.....25	Property.....27	Veterans.....23
Intermediate credit.....8	Recreation.....28	Water pollution.....19
Labor standards.....11	Research.....13	Water resources.....4

HIGHLIGHTS: House received conference report on agricultural appropriation bill. Conferees agreed on road authorization bill. Rural community development bill was postponed at Rep. Cooley's request.

HOUSE

1. **AGRICULTURAL APPROPRIATION BILL.** Received the conference report on this bill, H. R. 14596 (H. Rept. 1867) (pp. 19471-3). Attached are a copy of the conference report and a table showing the changes agreed upon.
2. **ROADS.** The conferees agreed to report on S. 3155, the road authorization bill for 1968 and 1969, which includes items for forest roads and trails. p. D795

3. RURAL DEVELOPMENT. At Rep. Cooley's request, S. 2934, the rural community development districts bill, was postponed until "some later date." p. 19483
 4. WATER RESOURCES. Received the conference report on S. 3034, to authorize the Interior Department to engage in studies of the feasibility of certain water resource development projects (H. Rept. 1865). pp. 19473-7
The Interior and Insular Affairs Committee reported with amendment S. 2287, to authorize a 5-year hydrologic study and investigation of the Delmarva Peninsula (H. Rept. 1866). p. 19495
The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 13508, to direct the Interior Department to cooperate with N. Y. and N. J. on a program to develop, preserve, and restore the Hudson River and its shores and to authorize steps to protect those resources from adverse Federal actions until the States and Congress shall have opportunity to act on the program. p. D794
 5. COST OF LIVING. Rep. Ashbrook inserted an article analyzing increases in the cost of living. pp. 19487-8
 6. DEFENSE APPROPRIATION BILL. Received the conference report on this bill, H. R. 15941 (H. Rept. 1868). p. 19495
 7. HIGHWAY SAFETY. Conferees were appointed on S. 3052, to provide for a coordinated national safety program through financial assistance to the States to accelerate highway traffic safety programs. Senate conferees have been appointed. p. 19471
 8. RULES COMMITTEE "granted rules" on H. R. 16559, to authorize sea grant colleges; H. J. Res. 1217, to delete the interest rate limitation on debentures of the Federal Intermediate Credit Banks; and S. 2747, to authorize an agreement with Mexico to solve the Lower Rio Grande salinity problem. pp. D794-5
 9. TRANSPORTATION. The conferees agreed to report on S. 3688, the urban mass transit bill. p. D795
 10. LEGISLATIVE PROGRAM. The "Daily Digest" states that the bill to establish a Transportation Department will be considered today. p. D794
- SENATE
11. LABOR STANDARDS. Made its pending business H. R. 13712, to increase minimum wages and extend such coverage to additional employees. Sen. Javits submitted a "child labor in agriculture" amendment. The Labor and Public Welfare Committee reported this bill with an amendment in the nature of a substitute (S. Rept. 1487). pp. 19446, 19464, 19468-79
 12. PEACE CORPS. Passed as reported S. 3418, the Peace Corps authorization bill. pp. 19445-6, 19463-4
 13. COMMITTEE BUSINESS. The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 3460, to authorize Interior to enter into contracts for scientific and technological research; S. 3485, to clarify the meaning of "common variety" under the Mineral Law Revision Act; and S. 3504 to increase authorizations for the operation of the civil government of the Trust Territory of the Pacific Islands. p. D793

CHAMIZAL HIGHWAY

Committee on Rules: Granted an open rule with 1 hour of debate on H.R. 11555, regarding the Chamizal Memorial Highway. Testimony was heard from Representative White.

RIO GRANDE SALINITY PROBLEM

Committee on Rules: Granted an open rule with 1 hour of debate on (and making it in order to consider S. 2747) H.R. 11880, regarding the solution of the Lower Rio Grande salinity problem. Testimony was heard from Representatives Selden and de la Garza.

FEDERAL INTERMEDIATE CREDIT BANKS

Committee on Rules: Granted an open rule with 1 hour of debate on (and making it in order to consider S.J. Res. 178) H.J. Res. 1217, to delete interest rate limitation on debentures of Federal Intermediate Credit Banks. Testimony was heard from Representatives Poage and Harvey of Indiana.

CAPITOL VISITOR FACILITIES

Committee on Rules: Granted an open rule with 1 hour of debate on H.R. 14604, authorizing a study of facilities and services for visitors to the Capitol. Testimony was heard from Representative Gray.

UN-AMERICAN ACTIVITIES

Committee on Un-American Activities: Subcommittee concluded hearings on H.R. 12047, to amend the Internal Security Act of 1950. Testimony was heard from public witnesses.

PHILIPPINE VETERANS' PREMIUMS

Committee on Veterans' Affairs: Special Subcommittee on the Philippines held a hearing on H.R. 16557, to provide for the refund of certain unearned premiums on policies of national service life insurance to former members of the organized military forces of the Government of the Commonwealth of the Philippines and to provide that certain payments under that title shall be made at the rate of 2 Philippine pesos of each dollar authorized. Testimony was heard from officials of the Veterans' Administration and the American Legion.

SOCIAL SECURITY ACT

Committee on Ways and Means: Met in executive session and continued receiving information from officials of the Department of Health, Education, and Welfare on the implementation of title XIX of the Social Security Act. No announcements were made.

Joint Committee Meetings**FNMA, AND URBAN MASS TRANSIT**

Conferees, in executive session, agreed to file conference reports on the differences between the Senate- and

House-passed versions of S. 3688, to stimulate the flow of mortgage credit for FHA- and VA-assisted residential construction, and S. 3700, to authorize funds for continued assistance in development of urban mass transportation facilities.

HIGHWAYS

Conferees, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of S. 3155, proposed Federal-Aid Highway Act of 1966. As approved by the conferees the bill would authorize moneys for the trust fund in the amounts of \$3.4 and \$3.8 billion, respectively, for fiscal years 1968 and 1969 for the Interstate Highway System, and \$1 billion for each of the fiscal years 1968 and 1969 for primary and secondary highways. The bill would authorize moneys for the general fund in the amounts of \$287 million for fiscal year 1968, and \$327 million for fiscal year 1969.

The bill would also authorize funds for the Interstate Highway System for fiscal years 1970, 1971, and 1972 of \$3.6, \$3.6, and \$2.7 billions, respectively, for these 3 years.

BILL SIGNED BY THE PRESIDENT**New Law**

(For last listing of public laws, see DIGEST, p. D784, August 19, 1966)

H.R. 10284, to provide that the office building under construction in Fort Worth, Tex., shall be named the "Fritz Garland Lanham Federal Office Building" in memory of the late former Representative Lanham. Signed August 22, 1966 (P.L. 89-541).

COMMITTEE MEETINGS FOR WEDNESDAY, AUGUST 24

(All meetings are open unless otherwise designated)

Senate

Committee on Agriculture and Forestry, executive, on H.R. 14929, Food for Freedom bill, 10 a.m., 324 Old Senate Office Building.

Committee on Banking and Currency, Small Business Subcommittee, on S. 3695, Small Business Investment Act amendments, 10 a.m., 5302 New Senate Office Building.

Committee on Commerce, Consumer Subcommittee, on S. 3298, to ban hazardous toys and articles intended for use by children, 10 a.m., 5110 New Senate Office Building.

Surface Transportation Subcommittee, on S. 2180, extending act limiting hours of continuous service of certain railroad employees, 9:45 a.m., room S-126, Capitol.

Committee on Foreign Relations, executive, to hear John Irwin, U.S. Negotiator on Panama Treaties, 10:30 a.m., room S-116, Capitol.

Committee on Government Operations, Subcommittee on Executive Reorganization, on organization of Federal agencies in community and urban development, to hear Mayor of Oakland Reading, 10 a.m., 318 Old Senate Office Building.

Next meeting of the SENATE
10 a.m., Wednesday, August 24

Permanent Subcommittee on Investigations, on operations of the FHA in the Barrington Plaza project, Los Angeles, 10 a.m., 3302 New Senate Office Building.

Committee on the Judiciary, executive, on committee business, 9:30 a.m., 2300 New Senate Office Building.

Committee on Labor and Public Welfare, Subcommittee on Education, executive, on pending higher education legislation, 10 a.m., 4232 New Senate Office Building.

Committee on Post Office and Civil Service, executive, on H.R. 14904, to revise postal rates on certain fourth-class mail, 2 p.m., 6200 New Senate Office Building.

Committee on Public Works, Subcommittee on Buildings and Grounds, executive, on S. 3389, to establish the Hirshhorn Museum, 10 a.m., 4110 New Senate Office Building.

Committee on Rules and Administration, executive, on S. Res. 293, to create a Special Committee on the Organization of the Congress, and on other pending business, 9:45 a.m., 301 Old Senate Office Building.

House

Committee on Agriculture, to consider H. Con. Res. 313 and H. Con. Res. 315, to endorse the concept of the World Farm Center, 10-10:30 a.m., 1301 Longworth House Office Building. To be followed by an executive session to continue consideration of H.R. 15662, to amend the Federal Seed Act; and H.R. 16888, providing assistance to first processors of cotton who have suffered substantial losses because of the economic impact of cotton programs of the Department of Agriculture, 10:30 a.m., 1301 Longworth House Office Building.

Committee on Armed Services, to consider subcommittee reports, 10 a.m., 2118 Rayburn House Office Building.

Committee on Banking and Currency, executive, to consider H.R. 14973, to assist cities and States by amending section 5136 of the Revised Statutes with respect to the authority of national banks to underwrite and deal in securities issued by State and local governments; and H.R. 11508, to authorize the establishment of Federal mutual savings banks, 10 a.m., 2128 Rayburn House Office Building.

Committee on Education and Labor, Ad Hoc Subcommittee on the Handicapped, to continue consideration of H.R. 16847, for the education and training of the handicapped, 9:45 a.m., 2257 Rayburn House Office Building.

Ad Hoc Subcommittee on De Facto School Segregation, to continue consideration of treatment of minority groups in texts and library books, 10 a.m., 2175 Rayburn House Office Building.

Committee on Government Operations, Special Subcommittee on Donable Property, to continue consideration of the Donable Property Program, 10 a.m., 2203 Rayburn House Office Building.

Committee on House Administration, executive, on pending legislation, 10:30 a.m., H-329 U.S. Capitol Building.

Committee on Interior and Insular Affairs, to consider S. 1674, to authorize the Secretary of the Interior to make disposition of geothermal steam and associated geothermal resources; and any pending legislation, 9:45 a.m., 1324 Longworth House Office Building.

Next meeting of the HOUSE OF REPRESENTATIVES
12:00 noon, Wednesday, August 24

Committee on Interstate and Foreign Commerce, to continue consideration of H.R. 15440, and related bills, to regulate interstate and foreign commerce by preventing the use of unfair or deceptive methods of packaging or labeling of certain consumer commodities distributed in such commerce, 10 a.m., 2123 Rayburn House Office Building.

Committee on the Judiciary, Subcommittee No. 2, open, on private claims bills; executive, on pending legislation, 10 a.m., 2226 Rayburn House Office Building.

Subcommittee No. 1, executive, on pending legislation, 10:30 a.m., 2237 Rayburn House Office Building.

Committee on Merchant Marine and Fisheries, Subcommittee on Fisheries and Wildlife Conservation, to consider H.R. 9602, to protect and conserve the North Pacific fur seals, and to administer the Pribilof Islands for the conservation of fur seals and other wildlife; and S.J. Res. 29, to authorize and direct the Secretary of the Interior to conduct a survey of the coastal and fresh-water commercial fishery resources of the United States, its territories, and possessions, 10 a.m., 1334 Longworth House Office Building.

Committee on Post Office and Civil Service, to continue consideration of questions to be asked in the 1970 census of population and housing, 10 a.m., 346 Cannon House Office Building.

Committee on Public Works, Subcommittee on Flood Control, executive, to consider S. 1861, and related bills, the Disaster Relief Act, 10 a.m., 2167 Rayburn House Office Building.

Committee on Rules, to consider H.R. 16574, to amend the Peace Corps Act; and H.R. 13161, the Elementary and Secondary Education Amendments of 1966, 10:30 a.m., H-313 U.S. Capitol Building.

Committee on Un-American Activities, executive, on pending legislation, 10 a.m., 429 Cannon House Office Building.

Committee on Veterans' Affairs, Special Subcommittee on the Philippines, to continue consideration of H.R. 16557, to provide for the refund of certain unearned premiums on policies of national service life insurance to former members of the organized military forces of the Government of the Commonwealth of the Philippines, and to provide that certain payments under that title shall be made at the rate of 2 Philippine pesos for each dollar authorized, 10 a.m., 356 Cannon House Office Building.

Committee on Ways and Means, to consider the administration's proposals on airway user charges, 10 a.m., 1102 Longworth House Office Building.

Joint Committees

Conferees, executive, on S. 3105, military construction authorizations, 2 p.m., room EF-100, Capitol.

Conferees, executive, on H.R. 15750, foreign aid authorizations, 2:30 p.m., room S-116, Capitol.

Conferees, executive, on S. 3005, traffic safety bill, 3 p.m., room S-207, Capitol.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

Issued Aug. 30, 1966
For actions of Aug. 29, 1966
89th-2nd; No. 144

CONTENTS

Appropriations.....13	Forests.....7,28	Roads.....12
Barley.....27	Inflation.....19	Recreation.....5
CCC.....6	Insurance.....14	Research.....4
Consumers.....25	Interest rates.....16,24	Safety.....30
Continuing appropriations.....13	Labeling.....30	School milk.....8
Cotton.....23	Lands.....3	Soil conservation.....11
Farm policy.....10,20	Military construction...6	Textile imports.....23
Farm prices.....20,21	Milk.....8	Transportation.....15
Farm production.....17	Personnel.....11,14	Wheat.....21
Food for freedom.....1	Postal rates.....2	Water pollution.....22,26
	Property.....29	Water resources.....9,18

HIGHLIGHTS: Senate debated food for freedom bill. House received conference report on road authorization bill. Both Houses passed continuing appropriations resolution. Rep. Quie criticized farm policy. Rep. Langen criticized wheat acreage increase.

SENATE

1. **FOOD FOR FREEDOM.** Began debate on H. R. 14929, the food for freedom bill. Adopted Ellender amendment to change from "reasonable" to "maximum" the precautions to be taken that sales for dollars on credit terms shall not displace sales of U. S. farm products which would otherwise be made for cash dollars. pp. 20216-26, 20230-44
2. **POSTAL RATES.** Passed as reported H. R. 14904, to revise postal rates on certain fourth-class mail. pp. 20166-71

3. LANDS. Passed as reported S. 3178, to amend the Taylor Grazing Act in order to eliminate gaps in Interior's exchange authority under the act. pp. 20158-9
4. RESEARCH. Passed as reported S. 3460, to authorize the Secretary of the Interior to enter into contracts for scientific and technological research. pp. 20160-1
5. RECREATION. Passed as reported S. 1607, to increase the authorization for the establishment of the Point Reyes National Seashore, Calif. pp. 20162-3
6. MILITARY CONSTRUCTION. Agreed to conference report on S. 3105, the military construction bill, which includes a provision to reimburse CCC for family housing. This bill will now be sent to the President. pp. 20227-9
7. FORESTS. Sen. Kuchel commended and inserted an article urging action on the creation of a Redwood National Park in Calif. pp. 20189-90
8. SCHOOL MILK. Sen. Proxmire urged an additional increase in funds for the school milk program. p. 20196
9. WATER RESOURCES. Sen. Dirksen inserted a Sen. Jordan, Idaho, statement which urges adoption by Idaho of water development programs to stabilize and control for full utilization its water resources. p. 20191
Sen. Moss inserted an article which discusses a number of different approaches to water supply problems. pp. 20203-5
10. FARM POLICY. Sen. Hickenlooper inserted a Republican policy committee report which includes a section entitled, "Food, Farmers, and the New Electorate." pp. 20176-86
11. SOIL CONSERVATION; PERSONNEL. Sen. Bayh memorialized as a "dedicated and purposeful civil servant", John H. Wetzel, who was assistant deputy administrator for watersheds of the Soil Conservation Service. p. 20196

HOUSE

12. ROADS. Received the conference report on S. 3155, the road authorization bill, which authorizes \$33 million for forest highways and \$170 million for forest development roads and trails for each of the fiscal years 1968 and 1969, (H. Rept. 1903). pp. 20043-6
13. APPROPRIATIONS. Both Houses passed H. J. Res. 1284, the continuing appropriations resolution. This measure will now be sent to the President. Rep. Mahon stated that this resolution will continue appropriations for agencies and activities for which provision has not yet been made in the regular bills and that it will expire not later than Sept. 30. pp. 20226-7, 20047-53
14. PERSONNEL. Concurred in Senate amendments to H. R. 6926, to amend the Federal Employees' Group Life Insurance Act so as to provide that: the amount of insurance available to each employee will equal approximately 1 1/3 of his annual basic salary; each employee may carry in addition to this basic insurance protection \$2,000 insurance which will not be affected by the reduction after retirement; and change the Federal-employee cost-sharing ratio so that the employee will pay 60 percent of the total premium and the Government will pay 40 percent. This bill will now be sent to the President. pp. 20041-43

FEDERAL-AID HIGHWAY ACT OF 1966

AUGUST 29, 1966.—Ordered to be printed

Mr. FALLON, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany S. 3155]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following:

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958,

the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000, for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,400,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$3,800,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$2,685,000,000 for the fiscal year ending June 30, 1972. Nothing in this subsection shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319 (b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966."

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

EXTENSION OF TIME FOR COMPLETION OF SYSTEM

SEC. 4. (a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

(b) The introductory phrase and the second and third sentences of section 104(b)(5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and such section 104(b)(5) is further amended by striking "fiscal year ending June 30, 1971.", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972."

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 5. (a) Section 109(b) of title 23 of the United States Code is amended by inserting after the second sentence the following: "Such standards shall in all cases provide for at least four lanes of traffic."

(b) The Secretary of Commerce is authorized to modify project agreements entered into prior to the date of enactment of this Act pursuant to section 106 of title 23 of the United States Code for the purpose of effectuating the amendment made by this section with respect to as much of the National System of Interstate and Defense Highways as may be possible.

AUTHORIZATIONS

SEC. 6. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. Nothing in this paragraph shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways, \$14,000,000 for the fiscal year ending June 30, 1968, and \$16,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$3,000,000 for the fiscal year ending June 30, 1968, and \$5,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$19,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

ALASKAN ASSISTANCE

SEC. 7. (a) Section 118 of title 23, United States Code, is amended by adding at the end thereof the following:

"(d) Funds made available to the State of Alaska under this title may be expended for construction of access and development roads on a Federal-aid system that will serve resource development, recreational, residential, commercial, industrial, or other like purposes."

(b) There is hereby authorized to be appropriated for construction and maintenance of highways in the State of Alaska, out of the general fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$14,000,000 for each of the fiscal years ending June 30, 1968, June 30, 1969, June 30, 1970, June 30, 1971, and June 30, 1972.

HIGHWAY BEAUTIFICATION

SEC. 8. (a) The last sentence of subsection (m) of section 131, and the last sentence of subsection (m) of section 136, of title 23, United States Code, are each amended to read as follows: "The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967."

(b) The last sentence of subsection (b) of section 319 of title 23, United States Code, is hereby amended to read as follows: "The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1967."

(c)(1) Chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following new section:

"§ 137. Limitation on authorization of appropriations for certain purposes

"(a) Notwithstanding any other provision of law, neither sections 131, 136, and 319(b) of this title, nor any provision of law relating to highway safety enacted after May 1, 1966, shall be construed to be authority for any appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

"(b) Any appropriation to carry out section 131, 136, or 319(b) of this title or any provision of law relating to highway safety enacted after May 1, 1966, must be authorized by a provision of law specifically setting forth the total amount authorized to be appropriated for the fiscal year to carry out such section or other provision of law.

"(c) The highway trust fund established by section 209 of the Highway Revenue Act of 1956 shall not be available for any appropriation to carry out sections 131, 136, and 319(b) of this title, and any provision of law relating to highway safety enacted after May 1, 1966, in an aggregate amount which exceeds the amount of tax that would be imposed under section 4061(a)(2) of the Internal Revenue Code of 1954 if such section imposed a tax at the rate of 1 per centum plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes, but the total of all appropriations made from such fund to carry out these sections and provisions of law shall never exceed the total of all appropriations made to such fund based on the imposition of such tax plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes."

(2) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"137. Limitation on authorization of appropriations for certain purposes."

EMERGENCY RELIEF

SEC. 9. (a) The last proviso of subsection (f) of section 120 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following: "parkways, public lands highways, public lands development roads and trails,".

(b) Subsection (c) of section 125 of title 23 of the United States Code is amended by inserting after "park roads and trails," the following:

"parkways, public lands highways, public lands development roads and trails,".

(c) The second sentence of subsection (a) of section 125 of title 23 of the United States Code is amended to read as follows: "Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000, the unexpended balance of such amount shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated."

(d) The amendments made by this section shall take effect July 1, 1966.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

SEC. 10. The Secretary of Commerce is authorized and directed to make a full and complete investigation and study of the advance acquisition of rights-of-way for future construction of highways on the Federal-aid highway systems, with particular reference to the provision of adequate time for the removal and disposal of improvements located on rights-of-way and the relocation of affected individuals, businesses, institutions, and organizations, the tax status of such property after acquisition and before its use for highway purposes, and the methods for financing advance right-of-way acquisition by both the State governments and the Federal Government, including the possible creation of revolving funds for such purpose. The Secretary shall submit a report of the results of such study to Congress not later than July 1, 1967, together with his recommendations.

STATE HIGHWAY DEPARTMENTS

SEC. 11. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: "In meeting the provisions of this subsection a State may engage, to the extent necessary or desirable, the services of private engineering firms."

RELOCATION ASSISTANCE STUDY

SEC. 12. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than July 1, 1967. The study and investigation shall include, but shall not be limited to—

(1) the need for additional payments or other financial assistance to such displaced persons, business concerns, and nonprofit organizations, and the extent to which the making of such payments and the providing of other financial assistance should be mandatory;

(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned, buildings, improvements, or other facilities to aid in the relocation of such displaced persons, business concerns, and nonprofit organizations;

(3) the extent to which the costs of acquiring such real property and constructing such buildings, improvements and other facilities should be paid from the highway trust fund; and

(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements and other facilities, which is not properly chargeable to the highway trust fund.

HIGHWAY STUDY—GUAM, AMERICAN SAMOA, AND THE VIRGIN ISLANDS

SEC. 13. (a) The Secretary of Commerce, in cooperation with the government of Guam, the government of American Samoa, and the government of the Virgin Islands is hereby authorized to make studies of the need for, and estimates and planning surveys relative to, highway construction programs for Guam, American Samoa, and the Virgin Islands.

(b) On or before July 1, 1967, the Secretary of Commerce shall submit a report to the Congress which shall include—

(1) an analysis of the adequacy of present highway programs to provide satisfactory highways in both the rural and urban areas in Guam, American Samoa, and the Virgin Islands;

(2) specific recommendations as to a program for the construction of highways throughout Guam, American Samoa, and the Virgin Islands; and

(3) a feasible program for implementing such specific recommendations, including cost estimates, recommendations as to the sharing of cost responsibilities, and other pertinent matters.

(c) There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be available until expended, the sum of \$200,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

SOIL EROSION CONTROL

SEC. 14. Section 109 of title 23, United States Code, is amended by adding a new subsection as follows:

“(g) The Secretary shall consult with the Secretary of Agriculture with respect to guidelines for minimizing possible soil erosion from highway construction, and report to Congress such guidelines not later than July 1, 1967.”

PRESERVATION OF PARKLANDS

SEC. 15. (a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

“§ 138. Preservation of parklands

“It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless such program includes all possible planning, including consideration of alternatives to the use of such land, to minimize any harm to such park or site resulting from such use.”

(b) *The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:*

“138. Preservation of parklands.”

And the House agree to the same.

GEORGE H. FALLON,
JOHN C. KLUCZYNSKI,
JOHN A. BLATNIK,
ROBERT E. JONES,
FRANK M. CLARK,
WILLIAM C. CRAMER,
WILLIAM H. HARSHA,
JAMES C. CLEVELAND,

Managers on the Part of the House.

JENNINGS RANDOLPH,
ERNEST GRUENING,
EDMUND S. MUSKIE,
FRANK E. MOSS,
JOHN SHERMAN, COOPER,
HIRAM L. FONG,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

Section 2 of the Senate bill authorizes \$3,300,000,000 for fiscal year 1968 and \$3,600,000,000 for fiscal year 1969 as additional sums for constructing the Interstate System and eliminates all authorization for fiscal years after 1969.

Section 2 of the House amendment authorizes \$3,500,000,000 for fiscal year 1968, \$4,000,000,000 for fiscal year 1969, \$4,500,000,000 per year for fiscal years 1970 and 1971 and \$4,306,000,000 for fiscal year 1972. It further states that these authorizations are not to be construed to authorize appropriations to carry out sections 131 (billboard removal), 136 (junkyard screening or removal), and 319(b) (scenic enhancement) of title 23 or any provision of law relating to safety enacted after May 1, 1966.

Section 2 of the proposed conference substitute differs from the House amendment only in that it authorizes \$3,400,000,000 for fiscal year 1968, \$3,800,000,000 for fiscal year 1969, \$3,600,000,000 per year for the fiscal years 1970 and 1971, and \$2,685,000,000 for fiscal year 1972.

FOUR-LANING THE INTERSTATE SYSTEM

Both the Senate bill (section 4) and the House amendment (section 5) amended section 109(b) of title 23, United States Code, to require the standards for the Interstate System to provide for at least four traffic lanes. The Senate bill, however, authorized the modification of existing project agreements to carry this requirement out to the fullest extent possible.

The proposed conference substitute is the same as the Senate bill.

AUTHORIZATIONS

PUBLIC LANDS HIGHWAYS

Paragraph (3) of section 5 of the Senate bill authorizes \$20,000,000 for fiscal 1968 and \$25,000,000 for fiscal 1969 for public lands highways on the Federal-aid system.

Paragraph (3) of section 6 of the House amendment authorizes \$7,000,000 per year for fiscal years 1968 and 1969 for public lands highways.

The proposed conference substitute authorizes \$14,000,000 for fiscal 1968 and \$16,000,000 for fiscal 1969 for public lands highways.

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

Paragraph (5) of section 5 of the Senate bill authorizes \$4,000,000 for fiscal 1968 and \$6,000,000 for fiscal 1969 for public development roads and trails.

Paragraph (5) of section 6 of the House amendment authorizes \$2,000,000 for fiscal 1968 and \$3,000,000 for fiscal 1969 for these roads and trails.

The proposed conference substitute authorizes \$3,000,000 for fiscal 1968 and \$5,000,000 for fiscal 1969 for these roads and trails.

INDIAN RESERVATION ROADS AND BRIDGES

Paragraph (8) of section 5 of the Senate bill authorizes \$20,000,000 for fiscal 1968 and \$23,000,000 for fiscal 1969 for Indian reservation roads and bridges.

Paragraph (8) of section 6 of the House amendment authorizes \$18,000,000 for fiscal 1968 and \$23,000,000 for fiscal 1969 for these roads and bridges.

The proposed conference substitute authorizes \$19,000,000 for fiscal 1968 and \$23,000,000 for fiscal 1969 for these roads and bridges.

ALASKAN ASSISTANCE

Section 6 of the Senate bill authorizes Alaska to use without limitation Federal-aid highway funds for maintenance of Federal-aid highways, and for construction of access and development roads to encourage economic and other development. It authorized an additional \$10,000,000 per year from the trust fund to Alaska for construction and maintenance of highways for the fiscal years 1968 through 1972, inclusive.

The House amendment has no comparable provision.

The proposed conference substitute authorizes Alaska to use Federal-aid highway funds for construction of access and development roads on a Federal-aid system to encourage economic and other development. It further authorizes from the general fund an additional \$14,000,000 per year to Alaska for highway construction and maintenance for the fiscal years 1968 through 1972, inclusive. It does not authorize the use of Federal-aid highway funds from the highway trust fund for maintenance.

AUTHORIZATION OF APPROPRIATIONS FOR BEAUTIFICATION

Subsection (a) of section 8 of the House amendment authorizes \$80,000,000 per year for fiscal years 1968 and 1969 for billboard control.

Subsection (b) of this section authorizes \$28,000,000 per year for fiscal 1968 and 1969 for junkyard control.

Subsection (c) of this section authorizes \$135,000,000 for fiscal 1968 and \$150,000,000 for fiscal 1969 for landscaping and scenic enhancement.

The Senate bill did not contain any such authorization.

The proposed conference substitute does not contain any such authorization.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

Section 8 of the Senate bill and section 10 of the House amendment both authorized identical studies of advance acquisition of rights-of-way. The only difference between the two provisions is the Senate bill requires the report prior to January 10, 1968, and the House amendment prior to January 10, 1967.

The proposed conference substitute requires the report not later than July 1, 1967.

STATE HIGHWAY DEPARTMENTS

Section 9 of the Senate bill amends section 302(a) of title 23, United States Code, to provide that in meeting the provisions of that subsection a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms.

Section 11 of the House amendment also amended that section of title 23 to provide that in meeting the provisions of that subsection a State may, to the extent it deems necessary or desirable, engage the services of private engineering firms, subject to requirements prescribed by the Secretary.

The proposed conference substitute amends this section of title 23 to provide that in meeting the provisions of that subsection a State may engage, to the extent necessary or desirable, the services of private engineering firms.

This amendment does not derogate from the authority of the Secretary under section 302(a) of title 23 to determine the adequacy of the powers, and the suitability of the equipment and organization of a State highway department to discharge its duties under that title. It was the judgment of the conference that if the House language had been adopted it would in effect have put the stamp of Congressional approval upon the present regulations of the Bureau of Public Roads with respect to the employment of consulting engineers by the States. By adopting the substitute language, the Congress makes it clear that while the Congress believes the present regulations may be too restrictive, it does not intend to suggest that the Bureau of Public Roads should not exercise its authority through reasonable regulations regarding the employment of consulting engineers.

RELOCATION ASSISTANCE STUDY

Both the Senate bill and the House amendment authorize identical studies of relocation and reestablishment assistance for persons, concerns, and organizations displaced by highway construction. The only difference being the Senate bill requires the report not later than July 1, 1967, while the House amendment requires it no later than January 10, 1967.

The proposed conference substitute requires the report no later than July 1, 1967.

HIGHWAY STUDY

Section 11 of the Senate bill requires the Secretary of Commerce to make a study of the highway needs of Guam, American Samoa, and the Virgin Islands at a cost of \$200,000 and report the results to Congress on or before January 10, 1968.

Section 13 of the House amendment requires the Secretary of Commerce to make a study of the highway needs of Guam and the Virgin Islands at a cost of \$150,000 and report to Congress on or before January 10, 1967.

The proposed conference substitute is the same as the Senate bill except the report is to be made to Congress on or before July 1, 1967.

SOIL EROSION CONTROL

Section 12 of the Senate bill amends section 109 of title 23, United States Code, to add a new subsection (g) requiring the Secretary of Commerce to consult with the Administrator of the Soil Conservation Service before approving any highway project plan, to assure adequate measures to minimize soil erosion.

The House amendment did not contain such a provision.

The proposed conference substitute amends section 109 of title 23, United States Code, to add a new subsection (g), requiring the Secretary of Commerce to consult with the Secretary of Agriculture with respect to guidelines for minimizing soil erosion for highway construction and to report these guidelines to Congress not later than July 1, 1967.

PRESERVATION OF PARKLANDS

Section 13 of the Senate bill adds a new section to title 23 of the United States Code, declaring a national policy to preserve Federal, State and local government parklands and historic sites and their beauty and historic value, requiring cooperation with States in carrying out this policy and prohibiting the approval after July 1, 1968, of any program for a highway project using such park or historic site lands unless there is no feasible alternative to the use of such land and the program includes all possible planning to minimize harm to such park or site resulting from the highway use.

The House amendment did not contain such a provision.

The proposed conference substitute is the same as the Senate bill except that the requirement that there be no feasible alternative to the use of the land for highway purposes has been deleted and there

has been added the requirement that the planning must include consideration of alternatives to the use of this land for highway purposes.

GEORGE H. FALLON,
JOHN C. KLUCZYNSKI,
JOHN A. BLATNIK,
ROBERT E. JONES,
FRANK M. CLARK,
WILLIAM C. CRAMER,
WILLIAM H. HARSHA,
JAMES C. CLEVELAND,

Managers on the Part of the House.

○

tion upon retirement will be the same. It will reduce at the same rate as it has been reduced historically in the past—2 percent a month upon retirement. However, there is added a \$2,000 irreducible minimum. The irreducible minimum has been held to 25 percent of the entire insurance policy. Now it will be 25 percent of the entire insurance policy, plus \$2,000. That will be the irreducible minimum.

Mr. GERALD R. FORD. Mr. Speaker, I withdraw my reservation.

Mr. DANIELS. Mr. Speaker, H.R. 6926, as passed by the House on May 3, 1965, had a twofold purpose. Its primary objective was to strengthen the financial condition of the Federal employees' group life insurance fund by authorizing the Government to increase its contribution toward the total premium costs. This permissive authority, while not mandatory, would have given the Civil Service Commission flexibility in determining what share of the cost the Government should bear from time to time as the need arises, so that the fund might be maintained at a proper level.

This body demonstrated its concern for the deficiencies being incurred by adopting the bill at that time. In recognizing that failure of the Government to assure adequate financing of trust funds of this kind will lead to serious trouble, the Members of the House acted unanimously and responsibly in the interest of the United States and in keeping faith with its employees.

The House-passed bill also updated the limitation on maximum insurance coverage by realistically relating it to present-day salary levels.

The Senate, on March 30, 1966, amended H.R. 6926 to provide substantial changes in the Federal Employees' Group Life Insurance Act, which has remained relatively unchanged since its inception in 1954. In the meantime, however, insurance programs provided employees in the private sector of the economy have been vastly improved.

The Government life insurance program is one that millions of Federal employees and their families rely upon heavily for the major part of their total insurance program. The number and scope of bills that have been introduced on the subject demonstrate the keen interest of Members of Congress in the progress of the program's 12-year history.

While the Senate amendment does not go as far as some measures propose, it is a significant step forward. The amendment provides three major improvements:

First. An increase of approximately one-third in the basic coverage of all employees.

Second. An additional \$2,000 of insurance which will not be affected by the reduction after retirement.

Third. A change in the cost-sharing ratio from its present 2 to 1 to a new ratio of 3 to 2, the employee thus paying 60 percent and the Government paying 40 percent of the level cost.

The amendment will accomplish the dual objective of providing greater protection for lower echelon employees who can least afford to purchase adequate private insurance, and furnishing greater insurance protection for higher-level employees where recruitment and retention in the Federal service is most essential.

The amendment also offers answers to the financial needs of the life insurance program, and to the objectives of a progressive program that is adequate, meaningful, and serves the best interests of both the employee and the Government.

The SPEAKER. Is there objection to the request of the gentleman from Montana?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

COMMITTEE ON ARMED SERVICES

Mr. RIVERS of South Carolina. Mr. Speaker, I ask unanimous consent that the Committee on Armed Services have until midnight tonight to file a report on the bill H.R. 17195, the so-called Reserve bill of rights, which was reported out this morning.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

THE RESERVE BILL OF RIGHTS

(Mr. RIVERS of South Carolina asked and was given permission to address the House for 1 minute; to revise and extend his remarks and to include extraneous matter.)

Mr. RIVERS of South Carolina. Mr. Speaker, obedient to our obligations to this House, your Committee on Armed Services has this morning reported out the Reserve-National Guard bill which the subcommittee of the Committee on Armed Services, chaired by the gentleman from Louisiana [Mr. HÉBERT], has called the Reserve bill of rights.

Mr. Speaker, this bill gives the President, among other things, the authority to call up, upon notifying the Congress—upon notifying the Congress—approximately 190,000 untrained, unattached, and/or attached reservists to active duty. He can call them up by notifying the Congress.

Under the Russell amendment which we turned down the other day, he could have called certainly some 470,000 members of the Reserve components. This is why we said this amendment would have decimated our Reserve components.

Under the Hébert bill on which we are going to file a report by midnight tonight and on which we will get a rule as soon as we can, we plan to bring it up as soon as we can after the Labor Day recess for your consideration. It is a good bill. The committee headed by the gentleman from Louisiana [Mr. HÉBERT] has done an outstanding job over many months of the hearings on this vital subject to the security of this country.

REMOVAL OF LEGISLATIVE MATTER FROM APPROPRIATION BILL

(Mr. HÉBERT asked and was given permission to address the House for 1 minute and to have his remarks follow those of Mr. RIVERS of South Carolina.)

Mr. HÉBERT. Mr. Speaker and Members of the House, supplementing what our distinguished chairman of the Armed Services Committee has said, I merely wish to call attention to the fact that the Armed Services Committee, both the chairman and myself, have kept faith with what we promised the House to do last week when the so-called Russell amendment was before us. I direct particular attention to the fact that this report removes all legislative matter from the appropriations bill. It removes the legislative matter as related to the end strength of the Reserves. It also follows the mandate of the House by a vote of 378 to 3 last week to follow the language in relation to Reserve strength which is contained in the appropriations bill. So from here on out there can be no area of criticism of the Armed Services Committee allowing legislative language to go on an appropriation bill.

This removes that objection and it keeps faith with the promise which was made to this House last week.

FEDERAL-AID HIGHWAY ACT OF 1966

Mr. FALLON submitted the following conference report and statement on the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes:

CONFERENCE REPORT (H. REPT. No. 1903)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following:

"SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

"REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

"SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957,

which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000 for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,400,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$3,800,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$2,685,000,000 for the fiscal year ending June 30, 1972. Nothing in this subsection shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966.

"AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF INTERSTATE FUNDS

"SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

"EXTENSION OF TIME FOR COMPLETION OF SYSTEM

"SEC. 4. (a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out 'fifteen years' and inserting in lieu thereof 'sixteen years' and by striking out 'June 30, 1971, and inserting in lieu thereof 'June 30, 1972'.

"(b) The introductory phrase and the second and third sentences of section 104 (b) (5) of title 23, United States Code, are amended by striking '1971' where it appears and inserting in lieu thereof '1972', and such section 104(b) (5) is further amended by striking 'fiscal year ending June 30, 1971', at the end of the penultimate sentence and inserting in lieu thereof 'fiscal years ending June 30, 1971, and June 30, 1972.'

"REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

"SEC. 5. (a) Section 109(b) of title 23 of the United States Code is amended by inserting after the second sentence the following: 'Such standards shall in all cases provide for at least four lanes of traffic.'

"(b) The Secretary of Commerce is authorized to modify project agreements entered into prior to the date of enactment of this Act pursuant to section 106 of title 23 of the United States Code for the purpose of effectuating the amendment made by this section with respect to as much of the National System of Interstate and Defense Highways as may be possible.

"AUTHORIZATIONS

"SEC. 6. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

"(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June

30, 1969. Nothing in this paragraph shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

"(A) 45 per centum for projects on the Federal-aid primary highway system;

"(B) 30 per centum for projects on the Federal-aid secondary highway system; and

"(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

"(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

"(3) For public lands highways, \$14,000,000 for the fiscal year ending June 30, 1968, and \$16,000,000 for the fiscal year ending June 30, 1969.

"(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

"(5) For public lands development roads and trails, \$3,000,000 for the fiscal year ending June 30, 1968, and \$5,000,000 for the fiscal year ending June 30, 1969.

"(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

"(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

"(8) For Indian reservation roads and bridges, \$19,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

"ALASKAN ASSISTANCE

"SEC. 7. (a) Section 118 of title 23, United States Code, is amended by adding at the end thereof the following:

"(d) Funds made available to the State of Alaska under this title may be expended for construction of access and development roads on a Federal-aid system that will serve resource development, recreational, residential, commercial, industrial, or other like purposes.

"(b) There is hereby authorized to be appropriated for construction and maintenance of highways in the State of Alaska, out of the general fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$14,000,000 for each of the fiscal years ending June 30, 1968, June 30, 1969, June 30, 1970, June 30, 1971, and June 30, 1972.

"HIGHWAY BEAUTIFICATION

"SEC. 8. (a) The last sentence of subsection (m) of section 131, and the last sentence of subsection (m) of section 136, of title 23, United States Code, are each amended to read as follows: 'The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967.'

"(b) The last sentence of subsection (b) of section 319 of title 23, United States Code, is hereby amended to read as follows: 'The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1967.'

"(c) (1) Chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following new section:

"§ 137. Limitation on authorization of appropriations for certain purposes

"(a) Notwithstanding any other provision of law, neither sections 131, 136, and 319(b)

of this title, nor any provision of law relating to highway safety enacted after May 1, 1966, shall be construed to be authority for any appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

"(b) Any appropriation to carry out section 131, 136, or 319(b) of this title or any provision of law relating to highway safety enacted after May 1, 1966, must be authorized by a provision of law specifically setting forth the total amount authorized to be appropriated for the fiscal year to carry out such section or other provision of law.

"(c) The highway trust fund established by section 209 of the Highway Revenue Act of 1956 shall not be available for any appropriation to carry out sections 131, 136, and 319(b) of this title, and any provision of law relating to highway safety enacted after May 1, 1966, in an aggregate amount which exceeds the amount of tax that would be imposed under section 4061(a) (2) of the Internal Revenue Code of 1954 if such section imposed a tax at the rate of 1 per centum plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes, but the total of all appropriations made from such fund to carry out these sections and provisions of law shall never exceed the total of all appropriations made to such fund based on the imposition of such tax plus such additional amounts as are appropriated from the general fund to the highway trust fund for such purposes.

"(2) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"'137. Limitation on authorization of appropriations for certain purposes.'

"EMERGENCY RELIEF

"SEC. 9. (a) The last proviso of subsection (f) of section 120 of title 23 of the United States Code is amended by inserting after 'park roads and trails,' the following: 'parkways, public lands highways, public lands development roads and trails.'

"(b) Subsection (c) of section 125 of title 23 of the United States Code is amended by inserting after 'park roads and trails,' the following: 'parkways, public lands highways, public lands development roads and trails.'

"(c) The second sentence of subsection (a) of section 125 of title 23 of the United States Code is amended to read as follows: 'Subject to the following limitations, there is hereby authorized to be appropriated such sums as may be necessary to establish the fund authorized by this section and to replenish it on an annual basis: (1) not more than \$50,000,000 is authorized to be expended in any one fiscal year to carry out this section except that if in any fiscal year the total of all expenditures under this section is less than \$50,000,000, the unexpired balance of such amount shall remain available for expenditure during the next two succeeding fiscal years in addition to amounts otherwise available to carry out this section in such years, and (2) 60 per centum of the expenditures under this section for any fiscal year are authorized to be appropriated from the Highway Trust Fund and the remaining 40 per centum of such expenditures are authorized to be appropriated only from any moneys in the Treasury not otherwise appropriated.'

"(d) The amendments made by this section shall take effect July 1, 1966.

"STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

"SEC. 10. The Secretary of Commerce is authorized and directed to make a full and complete investigation and study of the advance acquisition of rights-of-way for future construction of highways on the Federal-aid highway systems, with particular reference to the provision of adequate time for the removal and disposal of improvements lo-

cated on rights-of-way and the relocation of affected individuals, businesses, institutions, and organizations, the tax status of such property after acquisition and before its use for highway purposes, and the methods for financing advance right-of-way acquisition by both the State governments and the Federal Government, including the possible creation of revolving funds for such purpose. The Secretary shall submit a report of the results of such study to Congress not later than July 1, 1967, together with his recommendations.

"STATE HIGHWAY DEPARTMENTS

"SEC. 11. Subsection (a) of section 302 of title 23 of the United States Code is amended by adding at the end thereof the following: 'In meeting the provisions of this subsection, a State may engage, to the extent necessary or desirable, the services of private engineering firms.'

"RELOCATION ASSISTANCE STUDY

"SEC. 12. (a) The Secretary of Commerce is authorized and directed to make, in cooperation with the Secretary of the Department of Housing and Urban Development, the State highway departments, and other affected Federal and State agencies, a full and complete study and investigation for the purpose of determining what action can and should be taken to provide additional assistance for the relocation and reestablishment of persons, business concerns, and nonprofit organizations to be displaced by construction of projects on any of the Federal-aid highway systems, and to submit a report of the findings of such study and investigation, together with recommendations, to the Congress not later than July 1, 1967. The study and investigation shall include, but shall not be limited to—

"(1) the need for additional payments or other financial assistance to such displaced persons, business concerns, and nonprofit organizations, and the extent to which the making of such payments and the providing of other financial assistance should be mandatory;

"(2) the feasibility of constructing, within the right-of-way of a highway or upon real property adjacent thereto acquired for such purposes, publicly or privately owned, buildings, improvements, or other facilities to aid in the relocation of such displaced persons, business concerns, and nonprofit organizations;

"(3) the extent to which the costs of acquiring such real property and constructing such buildings, improvements and other facilities should be paid from the highway trust fund; and

"(4) sources of funds to pay the portion of the costs of acquiring such real property and constructing such buildings, improvements and other facilities, which is not properly chargeable to the highway trust fund.

"HIGHWAY STUDY—GUAM, AMERICAN SAMOA, AND THE VIRGIN ISLANDS

"SEC. 13. (a) The Secretary of Commerce, in cooperation with the government of Guam, the government of American Samoa, and the government of the Virgin Islands is hereby authorized to make studies of the need for, and estimates and planning surveys relative to, highway construction programs for Guam, American Samoa, and the Virgin Islands.

"(b) On or before July 1, 1967, the Secretary of Commerce shall submit a report to the Congress which shall include—

"(1) an analysis of the adequacy of present highway programs to provide satisfactory highways in both the rural and urban areas in Guam, American Samoa, and the Virgin Islands;

"(2) specific recommendations as to a program for the construction of highways throughout Guam, American Samoa, and the Virgin Islands; and

"(3) a feasible program for implementing such specific recommendations, including cost estimates, recommendations as to the sharing of cost responsibilities, and other pertinent matters.

"(c) There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, to be available until expended, the sum of \$200,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

"SOIL EROSION CONTROL

"SEC. 14. Section 109 of title 23, United States Code, is amended by adding a new subsection as follows:

"(g) The Secretary shall consult with the Secretary of Agriculture with respect to guidelines for minimizing possible soil erosion from highway construction, and report to Congress such guidelines not later than July 1, 1967.

"PRESERVATION OF PARKLANDS

"SEC. 15. (a) Chapter 1 of title 23 of the United States Code is amended by inserting as the end thereof a new section as follows:

"§ 138. Preservation of parklands

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless such program includes all possible planning, including consideration of alternatives to the use of such land, to minimize any harm to such park or site resulting from such use.

"(b) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"138. Preservation of parklands."

And the House agree to the same.

GEORGE H. FALLON,
JOHN C. KLUCZYNSKI,
JOHN A. BLATNIK,
ROBERT E. JONES,
FRANK M. CLARK,
WILLIAM C. CRAMER,
WILLIAM H. HARSHA,
JAMES C. CLEVELAND,

Managers on the Part of the House.

JENNINGS RANDOLPH,
ERNEST GRUENING,
EDMUND S. MUSKIE,
FRANK E. MOSS,
JOHN SHERMAN COOPER,
HIRAM L. FONG,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

Section 2 of the Senate bill authorizes \$3,300,000,000 for fiscal year 1968 and \$3,600,000,000 for fiscal year 1969 as additional sums for constructing the Interstate System and eliminates all authorization for fiscal years after 1969.

Section 2 of the House amendment authorizes \$3,500,000,000 for fiscal year 1968, \$4,000,000,000 for fiscal year 1969, \$4,500,000,000 per year for fiscal years 1970 and 1971 and \$4,306,000,000 for fiscal year 1972. It further states that these authorizations are not to be construed to authorize appropriations to carry out sections 131 (billboard removal), 136 (junkyard screening or removal), and 319(b) (scenic enhancement) of title 23 or any provision of law relating to safety enacted after May 1, 1966.

Section 2 of the proposed conference substitute differs from the House amendment only in that it authorizes \$3,400,000,000 for fiscal year 1968, \$3,800,000,000 for fiscal year 1969, \$3,600,000,000 per year for the fiscal years 1970 and 1971, and \$2,685,000,000 for fiscal year 1972.

FOUR-LANING THE INTERSTATE SYSTEM

Both the Senate bill (section 4) and the House amendment (section 5) amended section 109(b) of title 23, United States Code, to require the standards for the Interstate System to provide for at least four traffic lanes. The Senate bill, however, authorized the modification of existing project agreements to carry this requirement out to the fullest extent possible.

The proposed conference substitute is the same as the Senate bill.

AUTHORIZATIONS

Public lands highways

Paragraph (3) of section 5 of the Senate bill authorizes \$20,000,000 for fiscal 1968 and \$25,000,000 for fiscal 1969 for public lands highways on the Federal-aid system.

Paragraph (3) of section 6 of the House amendment authorizes \$7,000,000 per year for fiscal years 1968 and 1969 for public lands highways.

The proposed conference substitute authorizes \$14,000,000 for fiscal 1968 and \$16,000,000 for fiscal 1969 for public lands highways.

Public lands development roads and trails

Paragraph (5) of section 5 of the Senate bill authorizes \$4,000,000 for fiscal 1968 and \$6,000,000 for fiscal 1969 for public development roads and trails.

Paragraph (5) of section 6 of the House amendment authorizes \$2,000,000 for fiscal 1968 and \$3,000,000 for fiscal 1969 for these roads and trails.

The proposed conference substitute authorizes \$3,000,000 for fiscal 1968 and \$5,000,000 for fiscal 1969 for these roads and trails.

Indian reservation roads and bridges

Paragraph (8) of section 5 of the Senate bill authorizes \$20,000,000 for fiscal 1968 and \$23,000,000 for fiscal 1969 for Indian reservation roads and bridges.

Paragraph (8) of section 6 of the House amendment authorizes \$18,000,000 for fiscal 1968 and \$23,000,000 for fiscal 1969 for these roads and bridges.

The proposed conference substitute authorizes \$19,000,000 for fiscal 1968 and \$23,000,000 for fiscal 1969 for these roads and bridges.

ALASKAN ASSISTANCE

Section 6 of the Senate bill authorizes Alaska to use without limitation Federal-aid highway funds for maintenance of Federal-aid highways, and for construction of access and development roads to encourage economic and other development. It authorized an additional \$10,000,000 per year from the trust fund to Alaska for construction and maintenance of highways for the fiscal years 1968 through 1972, inclusive.

The House amendment has no comparable provision.

The proposed conference substitute authorizes Alaska to use Federal-aid highway funds for construction of access and development roads on a Federal-aid system to encourage economic and other development.

It further authorizes from the general fund an additional \$14,000,000 per year to Alaska for highway construction and maintenance for the fiscal years 1968 through 1972, inclusive. It does not authorize the use of Federal-aid highway funds from the highway trust fund for maintenance.

AUTHORIZATION OF APPROPRIATIONS FOR BEAUTIFICATION

Subsection (a) of section 8 of the House amendment authorizes \$80,000,000 per year for fiscal years 1968 and 1969 for billboard control.

Subsection (b) of this section authorizes \$28,000,000 per year for fiscal 1968 and 1969 for junkyard control.

Subsection (c) of this section authorizes \$135,000,000 for fiscal 1968 and \$150,000,000 for fiscal 1969 for landscaping and scenic enhancement.

The Senate bill did not contain any such authorization.

The proposed conference substitute does not contain any such authorization.

STUDY OF ADVANCE ACQUISITION OF RIGHTS-OF-WAY

Section 8 of the Senate bill and section 10 of the House amendment both authorized identical studies of advance acquisition of rights-of-way. The only difference between the two provisions is the Senate bill requires the report prior to January 10, 1968, and the House amendment prior to January 10, 1967.

The proposed conference substitute requires the report not later than July 1, 1967.

STATE HIGHWAY DEPARTMENTS

Section 9 of the Senate bill amends section 302(a) of title 23, United States Code, to provide that in meeting the provisions of that subsection a State may engage, to the extent it deems necessary or desirable, the services of private engineering firms.

Section 11 of the House amendment also amended that section of title 23 to provide that in meeting the provisions of that subsection a State may, to the extent it deems necessary or desirable, engage the services of private engineering firms, subject to requirements prescribed by the Secretary.

The proposed conference substitute amends this section of title 23 to provide that in meeting the provisions of that subsection a State may engage, to the extent necessary or desirable, the services of private engineering firms.

This amendment does not derogate from the authority of the Secretary under section 302(a) of title 23 to determine the adequacy of the powers, and the suitability of the equipment and organization of a State highway department to discharge its duties under that title. It was the judgment of the conference that if the House language had been adopted it would in effect have put the stamp of Congressional approval upon the present regulations of the Bureau of Public Roads with respect to the employment of consulting engineers by the States. By adopting the substitute language, the Congress makes it clear that while the Congress believes the present regulations may be too restrictive, it does not intend to suggest that the Bureau of Public Roads should not exercise its authority through reasonable regulations regarding the employment of consulting engineers.

RELOCATION ASSISTANCE STUDY

Both the Senate bill and the House amendment authorize identical studies of relocation and reestablishment assistance for persons, concerns and organizations displaced by highway construction. The only difference being the Senate bill requires the report not later than July 1, 1967, while the House amendment requires it no later than January 10, 1967.

The proposed conference substitute requires the report no later than July 1, 1967.

HIGHWAY STUDY

Section 11 of the Senate bill requires the Secretary of Commerce to make a study of the highway needs of Guam, American Samoa, and the Virgin Islands at a cost of \$200,000 and report the results to Congress on or before January 10, 1968.

Section 13 of the House amendment requires the Secretary of Commerce to make a study of the highway needs of Guam and the Virgin Islands at a cost of \$150,000 and report to Congress on or before January 10, 1967.

The proposed conference substitute is the same as the Senate bill except the report is to be made to Congress on or before July 1, 1967.

SOIL EROSION CONTROL

Section 12 of the Senate bill amends section 109 of title 23, United States Code, to add a new subsection (g) requiring the Secretary of Commerce to consult with the Administrator of the Soil Conservation Service before approving any highway project plan, to assure adequate measures to minimize soil erosion.

The House amendment did not contain such a provision.

The proposed conference substitute amends section 109 of title 23, United States Code, to add a new subsection (g), requiring the Secretary of Commerce to consult with the Secretary of Agriculture with respect to guidelines for minimizing soil erosion for highway construction and to report these guidelines to Congress not later than July 1, 1967.

PRESERVATION OF PARKLANDS

Section 13 of the Senate bill adds a new section to title 23 of the United States Code, declaring a national policy to preserve Federal, State and local government parklands and historic sites and their beauty and historic value, requiring cooperation with States in carrying out this policy and prohibiting the approval after July 1, 1968, of any program for a highway project using such park or historic site lands unless there is no feasible alternative to the use of such land and the program includes all possible planning to minimize harm to such park or site resulting from the highway use.

The House amendment did not contain such a provision.

The proposed conference substitute is the same as the Senate bill except that the requirement that there be no feasible alternative to the use of the land for highway purposes has been deleted and there has been added the requirement that the planning must include consideration of alternatives to the use of this land for highway purposes.

GEORGE H. FALLON,
JOHN C. KLUCZYNSKI,
JOHN A. BLATNIK,
ROBERT E. JONES,
FRANK M. CLARK,
WILLIAM C. CRAMER,
WILLIAM H. HARSHA,
JAMES C. CLEVELAND,

Managers on the Part of the House.

PRESIDENT TRUMAN SPEAKS OUT AGAINST HIGH INTEREST RATES

(Mr. PATMAN asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. PATMAN. Mr. Speaker, yesterday one of our great Americans, former President Harry Truman, issued a strong warning on the growing economic crisis created by high interest rates.

This is a statement that should be read by every Member of Congress.

Throughout his public life, and particularly in his years at the White House,

President Truman fought to keep interest rates down and his success saved the American people billions of dollars over the years. Often, he was forced to fight against great odds and powerful forces to protect the public interest in this area.

I well remember August of 1950 and the early part of 1951 when the Federal Reserve Board attempted to seize control of the monetary policies of the country and defy President Truman on interest rates. President Truman, however, called in the entire Federal Reserve Board and demanded that it maintain the 2½-percent interest on long-term Government securities—a rate which had continued in effect since the 1930's. President Truman won that showdown and thus saved the American people billions and billions of dollars.

In 1952, the last year of the Truman administration, the interest charges on the national debt stood at only \$5.8 billion. Today, that figure is more than \$13 billion. If the interest rates had been kept at the Truman level, we would be paying only \$6.6 billion annually on the national debt instead of the current \$13 billion.

As President Truman noted, he seldom makes public comment on issues today. But he regards the current interest rate crisis as too serious to remain silent. He has performed a great public service in speaking out against this growing menace to the country's economic well-being.

Later, in today's RECORD, I will insert the text of President Truman's remarks.

CORRECTION OF RECORD

Mr. PATMAN. Mr. Speaker, I ask unanimous consent that I may make a correction in the nature of an addition in my remarks in the CONGRESSIONAL RECORD of August 26, 1966, at page 20002. Appearing after the insertion of my letter to President Johnson, I read in the language of my bill, H.R. 14026, concerning the flexibility of the bill in regard to the regulation of interest rates on time deposits. This flexibility relates both to the fact that the Federal Reserve at any time during the temporary 1-year period would have the ability to lower interest rates on time deposits but in addition such rates could be raised if the President of the United States approved. In the RECORD at this page I quoted section 1(a) of the bill but failed to quote the additional appropriate section of H.R. 14026—namely, section 1(b)—which reads as follows:

SEC. 1(b)—Prior to August 1, 1967, no insured bank may pay or agree to pay a rate of interest in excess of 4½ per centum, per annum, or such rate as may be established with the approval of the President, by the Board of Governors of the Federal Reserve System in the case of State member banks, or the Federal Deposit Insurance Corporation in the case of nonmember insured banks, on any time deposit in any amount less than \$100,000 originally made in such banks—

(1) after the date of enactment of this Act and prior to August 1, 1967.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Aug. 31, 1966
For actions of Aug. 30, 1966
89th-2nd; No. 145

CONTENTS

Accounting.....38	Farm program.....31,37	Lands.....29
Appalachia.....13	Food for freedom.....1	Loans.....19
Appropriations.....40	Food prices.....30	Oceanography.....26
Cheese imports.....23	Food supply.....34	Ombudsman.....10
Conservation.....33	Foreign aid.....12	Postal rates.....20
Consumers.....35	Foreign trade.....5	Recreation.....25,36
Containers.....6	Guam.....8	Roads.....3
Diet foods.....39	Historic sites.....16	School milk.....9
Electrification.....4,28	Information.....11	Soybeans.....24
Farm income.....38	Interest rates.....14,22	Traffic safety.....18
Farm labor.....2,27,32	Labeling.....7,39	Transportation.....21
Farm loans.....19	Labor standards.....15	Water resources.....17

HIGHLIGHTS: Senate debated food for freedom bill. Senate agreed to conference report on road authorization bill. Senate committee reported bill re standards for fruit and vegetable containers. Rep. Quillen stated we must face seriousness of "shrinking surplus" food.

SENATE

1. FOOD FOR FREEDOM. Continued debate on H. R. 14929, the food for freedom bill. Adopted, 53-19, Dirksen amendment requiring "maintenance of value" of dollars in relation to foreign currencies in loans or sales. pp. 20329-31
Rejected the following amendments:
By Sen. Fulbright, 11-63, to limit extension of authorizations to 1 year rather than 2 years. pp. 20294-5, 202308-17, 20326
By Sen. Dirksen, 19-55, to provide that first priority shall be given to bartering food products for needed strategic materials owned by friendly countries. pp. 20326-28

By Sen. Fulbright, 12-61, to reduce new money authorizations from \$1.9 billion to \$1 billion. pp. 20331-34

2. FARM LABOR. Received from the Labor and Public Welfare Committee a report, "The Migratory Farm Labor Problem in the United States" (S. Rept. 1549). p. 20250
3. ROADS. Agreed to the conference report on S. 3155, the road authorization bill, which authorizes \$33 million for forest highways and \$170 million for forest development roads and trails for each of the fiscal years 1968 and 1969. pp. 20297-300
4. ELECTRIFICATION. The Commerce Committee voted to report (but did not actually report) S. J. Res. 189, to provide a study of the impact of overhead electric powerlines on scenic assets, community planning, and property values. p. D823
5. FOREIGN TRADE. The Finance Committee reported without amendment H. R. 12328, to extend for three years the duty-free treatment of certain extracts suitable for tanning (S. Rept. 1539); and H. R. 12461, to continue until Sept. 5, 1969, the suspension of duty on certain istle (S. Rept. 1540). p. 20249
The Finance Committee voted to report (but did not actually report) H. R. 11216, to amend the description and tariff treatment of articles assembled abroad of products of the U. S. with amendments which would include adding to the bill the text of S. 523, to provide for duty-free entry of articles donated by Canadians to the International Peace Garden, Dunseith, N. Dak. p. D824
6. CONTAINERS. The Commerce Committee reported with an amendment S. 17, to repeal certain acts setting standards for containers for fruits and vegetables (S. Rept. 1550). p. 20249
7. LABELING. The Commerce Committee reported with amendments S. 3298, to amend the Federal Hazardous Substances Labeling Act to ban hazardous toys and articles intended for children, and other articles so hazardous as to be dangerous in the household regardless of labeling, and to apply to unpackaged articles intended for household use (S. Rept. 1551). p. 20249
8. GUAM. The Commerce Committee voted to report (but did not actually report) S. 2979, to extend coverage of the State Technical Services Act of 1965 to the territory of Guam. p. D823
9. SCHOOL MILK. Sen. Proxmire expressed hope that Congress will "act with dispatch" in granting final approval to the school milk program. p. 20278
10. OMBUDSMAN. Sen. Dirksen inserted an article which outlines the growth of interest in the U. S. in ombudsman proposals. pp. 20270-1
11. INFORMATION. Sen. Long, Mo., inserted an article which states that the new freedom of information law "will be meaningful if it is understood by the press and the public and is used as a device to force government agencies to produce documents." pp. 20272-3
12. FOREIGN AID. Sen. McGee commended and inserted an article by David Bell, former AID Administrator, which urges an increase in the quality of U. S. foreign aid. pp. 20273-5

Mr. PROXMIRE. Of course, Mr. President, the rise in housing costs does not measure anything like the direct inflating cost of higher interest rates on the cost of living.

Last month, for instance, the Bureau of Labor Statistics explained that the food price rise which was less than seasonal and the increase in transportation costs—especially with the New York City subway price increase—were mainly responsible for the price increase.

Now, Mr. President, obviously if the food price rise was less than seasonal, there must have been some factor or factors which had failed to have their usual July decline in price to offset the food price rise.

And there was. It was the failure of new car prices to decline as sharply as usual in the period before the model changeovers. They remained at about the same price—one-tenth of 1 percent lower. And used cars rose in price a big 1.8 percent in the single month.

Now, why did auto prices fail to fall and why did used car prices rise. One possible answer, Mr. President, is that dealers have made it plain that they are writing the increased cost of interest, which their big acceptance corporations are passing on to dealers, right into the price the auto buyer—who, of course, typically buys on credit—has to pay.

Unfortunately, the Bureau of Labor Statistics has been unable to get the kind of cooperation out of the industry that would enable them to separate out the increased interest rate cost in analyzing auto price increases.

Higher interest rates are directly driving up prices. Whether the restraint they exert on borrowers more than compensates for this by reducing demand sufficiently is to date academic. It would make a fruitful source of inquiry by statisticians. The results would contribute significantly to a wiser economic policy.

To date, we simply have to accept the assumptions of those who manage the

Nation's money that higher interest rates-net keeps down prices. But there is no proof of this.

And the direct and incontrovertible proof that these rates have very sharply driven up the cost of living by driving up the cost of housing makes suspect any conclusion that tight monetary policy does in fact, overall, significantly keep down the cost of living.

FEDERAL-AID HIGHWAY ACT OF 1966—CONFERENCE REPORT

Mr. RANDOLPH. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report. (For conference report, see House proceedings of Aug. 29, 1966, CONGRESSIONAL RECORD, pp. 20043-20046.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. RANDOLPH. Mr. President, conferees of the Senate and the House met in two lengthy sessions on August 18 and August 23 to consider differences in S. 3155.

The major differences were in the levels of authorization of appropriations for the Interstate System, with the Senate version authorizing \$3.3 billion for fiscal 1968 and \$3.6 billion for fiscal 1969, and deferring authorizations for subsequent years until after the Congress receives the 1968 cost estimate for completion of the Interstate System. The House ver-

sion authorized \$3.5 billion for fiscal 1968, \$4 billion for fiscal 1969, \$4.5 billion for fiscal 1970, \$4.5 billion for fiscal 1971 and \$4.306 billion for fiscal 1972. The proposed conference substitute would authorize \$3.4 billion for fiscal 1968, \$3.8 billion for fiscal 1969, \$3.6 billion for fiscal 1970, \$3.6 billion for fiscal 1971 and \$2.685 billion for fiscal 1972. The last 3 years of authorizations are based on the 1965 cost estimates for completion, and will doubtlessly be revised in the light of the estimate which will be submitted in 1968.

Other differences in authorization levels were in the categories of public domain roads wherein the conference substitute bill authorizes for public lands highways \$14 million for fiscal 1968 and \$16 million for fiscal 1969; for public lands development roads and trails, \$3 million for fiscal 1968 and \$5 million for fiscal 1969; and for Indian reservation roads and bridges, \$19 million for fiscal 1968 and \$23 million for fiscal 1969.

In addition, the conference substitute bill authorizes for the construction and maintenance for highways in the State of Alaska, from the general fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$14 million annually for each of the fiscal years 1968 through 1972.

The conferees adopted the House provision of S. 3155 which protects the highway trust fund from the use of any trust fund moneys for the purposes of highway beautification or highway safety in excess of appropriations from the general fund to the trust fund specifically for such purposes.

I ask unanimous consent to have printed in the RECORD at this point in my remarks two tables setting forth the State apportionment of funds for fiscal years 1968 and 1969 under the proposed conference substitute.

There being no objection, the tables were ordered to be printed in the RECORD, as follows:

Approximate apportionment of Federal aid highway funds for the fiscal year 1968 pursuant to S. 3155

[In thousands of dollars]

State	A B C				Interstate (\$3,400,000)	Total (\$4,400,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Alabama.....	8,742	6,663	3,374	18,779	73,170	91,949
Alaska.....	24,079	16,160	165	40,404		40,404
Arizona.....	6,400	4,148	1,876	12,424	52,053	64,477
Arkansas.....	6,616	5,242	1,368	13,226	26,464	39,690
California.....	21,871	9,922	27,172	58,965	329,098	388,063
Colorado.....	7,677	4,983	2,556	15,216	40,519	55,735
Connecticut.....	3,373	1,855	3,953	9,181	71,321	80,502
Delaware.....	2,225	1,484	576	4,285	6,053	10,338
Florida.....	8,708	5,415	7,058	21,181	74,381	95,562
Georgia.....	10,459	7,950	4,067	22,476	48,556	71,032
Hawaii.....	2,225	1,484	932	4,641	28,986	33,627
Idaho.....	4,966	3,564	531	9,061	19,873	28,934
Illinois.....	16,669	9,115	16,118	41,902	192,946	234,848
Indiana.....	9,781	7,095	5,632	22,508	73,910	96,418
Iowa.....	10,268	7,635	2,683	20,586	40,856	61,442
Kansas.....	10,249	7,151	2,463	19,863	25,119	44,982
Kentucky.....	7,459	6,299	2,506	16,264	70,278	86,542
Louisiana.....	6,941	4,980	3,929	15,850	85,343	101,193
Maine.....	3,324	2,523	852	6,699	14,997	21,696
Maryland.....	4,143	2,586	4,539	11,268	54,676	65,944
Massachusetts.....	5,371	2,308	8,662	16,341	73,305	89,646
Michigan.....	13,609	8,536	11,383	33,528	100,340	133,868
Minnesota.....	11,727	8,249	4,115	24,091	78,214	102,305
Mississippi.....	7,218	6,023	1,474	14,715	37,089	51,804
Missouri.....	12,424	8,495	5,578	26,497	81,778	108,275
Montana.....	8,146	5,654	574	14,374	34,433	48,807
Nebraska.....	7,915	5,648	1,447	15,010	19,133	34,143
Nevada.....	5,014	3,334	379	8,727	21,184	29,911

Approximate apportionment of Federal aid highway funds for the fiscal year 1968 pursuant to S. 3155—Continued

[In thousands of dollars]

State	A B C				Interstate (\$3,400,000)	Total (\$4,400,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
New Hampshire	2,225	1,484	664	4,373	16,275	20,648
New Jersey	6,086	2,024	10,786	18,896	88,874	107,770
New Mexico	6,825	4,605	1,213	12,643	40,418	53,061
New York	19,908	8,583	28,911	57,402	171,863	229,265
North Carolina	10,693	9,517	3,293	23,503	30,835	54,338
North Dakota	5,898	4,308	441	10,647	15,636	26,283
Ohio	14,891	9,258	14,185	38,334	208,212	246,546
Oklahoma	9,305	6,466	2,769	18,540	35,408	53,948
Oregon	6,942	4,850	2,097	13,889	59,215	73,104
Pennsylvania	16,078	10,299	15,976	42,353	162,884	205,237
Rhode Island	2,225	1,484	1,509	5,218	18,763	23,981
South Carolina	5,737	5,004	1,798	12,539	21,689	34,228
South Dakota	6,365	4,600	456	11,421	30,465	41,886
Tennessee	9,219	7,218	3,576	20,013	73,338	93,351
Texas	27,966	17,676	13,950	59,613	169,307	228,920
Utah	4,686	3,036	1,309	9,031	51,414	60,445
Vermont	2,225	1,484	269	3,978	24,076	28,054
Virginia	8,519	6,644	4,352	19,515	104,409	123,924
Washington	7,009	4,739	3,755	15,503	81,745	97,248
West Virginia	4,548	4,051	1,321	9,920	77,373	87,293
Wisconsin	10,492	7,382	4,857	22,731	28,145	50,876
Wyoming	5,159	3,509	296	8,964	33,189	42,153
District of Columbia	2,225	1,484	1,576	5,285	44,992	50,277
Puerto Rico	2,225	2,473	1,929	6,627		6,627

Approximate apportionment of Federal-aid highway funds for the fiscal year 1969 pursuant to S. 3155

[In thousands of dollars]

State	A B C				Interstate (\$3,800,000)	Total (\$4,800,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Alabama	8,742	6,663	3,374	18,779	81,778	100,557
Alaska	24,079	16,160	165	40,404		40,404
Arizona	6,400	4,148	1,876	12,424	58,177	70,601
Arkansas	6,616	5,242	1,368	13,226	29,577	42,803
California	21,871	9,922	27,172	58,965	367,815	426,780
Colorado	7,677	4,983	2,556	15,216	45,286	60,502
Connecticut	3,373	1,855	3,953	9,181	79,711	88,892
Delaware	2,225	1,484	576	4,285	6,765	11,050
Florida	8,708	5,415	7,058	21,181	83,131	104,312
Georgia	10,459	7,950	4,067	22,476	54,268	76,744
Hawaii	2,225	1,484	932	4,641	32,396	37,037
Idaho	4,966	3,564	531	9,061	22,211	31,272
Illinois	16,669	9,115	16,118	41,902	215,646	257,548
Indiana	9,781	7,095	5,632	22,508	82,605	105,113
Iowa	10,268	7,635	2,683	20,586	45,662	66,248
Kansas	10,249	7,151	2,463	19,863	28,074	47,937
Kentucky	7,459	6,299	2,506	16,264	78,546	94,810
Louisiana	6,941	4,980	3,929	15,850	95,383	111,233
Maine	3,324	2,523	852	6,699	16,762	23,461
Maryland	4,143	2,586	4,539	11,268	61,108	72,376
Massachusetts	5,371	2,308	8,662	16,341	81,929	98,270
Michigan	13,609	8,536	11,383	33,528	112,145	145,673
Minnesota	11,727	8,249	4,115	24,091	87,416	111,507
Mississippi	7,218	6,023	1,474	14,715	41,453	56,168
Missouri	12,424	8,495	5,578	26,497	91,399	117,896
Montana	8,146	5,654	574	14,374	38,484	52,858
Nebraska	7,915	5,648	1,447	15,010	21,384	36,394
Nevada	5,014	3,334	379	8,727	23,677	32,404
New Hampshire	2,225	1,484	664	4,373	18,190	22,563
New Jersey	6,086	2,024	10,786	18,896	99,329	118,225
New Mexico	6,825	4,605	1,213	12,643	45,174	57,817
New York	19,908	8,583	28,911	57,402	192,082	249,484
North Carolina	10,693	9,517	3,293	23,503	34,463	57,966
North Dakota	5,898	4,308	441	10,647	17,476	28,123
Ohio	14,891	9,258	14,185	38,334	232,708	271,042
Oklahoma	9,305	6,466	2,769	18,540	39,574	58,114
Oregon	6,942	4,850	2,097	13,889	66,182	80,071
Pennsylvania	16,078	10,299	15,976	42,353	182,047	224,400
Rhode Island	2,225	1,484	1,509	5,218	20,971	26,189
South Carolina	5,737	5,004	1,798	12,539	24,240	36,779
South Dakota	6,365	4,600	456	11,421	34,049	45,470
Tennessee	9,219	7,218	3,576	20,013	81,966	101,979
Texas	27,966	17,676	13,950	59,613	189,225	248,838
Utah	4,686	3,036	1,309	9,031	57,463	66,494
Vermont	2,225	1,484	269	3,978	26,909	30,887
Virginia	8,519	6,644	4,352	19,515	116,692	136,207
Washington	7,009	4,739	3,755	15,503	91,362	106,865
West Virginia	4,548	4,051	1,321	9,920	86,476	96,396
Wisconsin	10,492	7,382	4,857	22,731	31,456	54,187
Wyoming	5,159	3,509	296	8,964	37,093	46,057
District of Columbia	2,225	1,484	1,576	5,285	50,285	55,570
Puerto Rico	2,225	2,473	1,929	6,627		6,627

Mr. RANDOLPH. Mr. President, S. 3155 was carefully deliberated by both Houses and the conferees have given close attention toward an equitable resolution of the differences. S. 3155 is a good bill and I urge the Senate to adopt the conference report.

Mr. ELLENDER. Mr. President, will the Senator yield for a question?

Mr. RANDOLPH. I yield.

Mr. ELLENDER. This bill would not add to the present mileage?

Mr. RANDOLPH. It does not. We authorize any extension of mileage of the

Interstate System, but I would say to the Senator from Louisiana that several Senators have discussed the need for additional mileage in their States, and the Committee on Public Works would want to give it consideration at a later date.

Mr. ELLENDER. That would be in another session of Congress?

Mr. RANDOLPH. The Senator is correct. The Senator has discussed with me on several occasions the Interstate System, the primary and second systems, and other road programs in his State, as well as throughout the country.

Mr. JORDAN of North Carolina. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield.

Mr. JORDAN of North Carolina. Mr. President, I am a member of the committee, and I think I am correct in stating that the additional authorization to take care of the additional cost per mile per road is now included in funds for the secondary and interstate systems. The authorization includes funds for primary and secondary roads.

Mr. RANDOLPH. The Senator is correct—interstate, primary, and secondary roads.

Mr. JORDAN of North Carolina. The amount of money required is increased because it will cost more to build the roads.

Mr. RANDOLPH. The conference substitute recommends increased authorization for the Interstate System, partly to meet the increased unit costs of construction. The last 3 years of authorizations will have to be increased, because they are based on the 1965 estimates of the competition cost, as the Senator knows.

Mr. JORDAN of North Carolina. I do not believe there is any question about that.

Mr. RANDOLPH. The Department of Commerce is required to report in 1968 on a new estimate of the cost of completing the Interstate System, and the Congress will use that estimate as the basis for authorizing construction funds for the remaining years of the interstate program.

Mr. MOSS. Mr. President, before final action is taken on the conference report on the Federal-Aid Highway Act, I would like, by way of legislative history, to clarify the purposes of certain parts of this act.

Section 5 of the act authorizes the appropriation of moneys for various specialized kinds of roads. These are roads which are not a part of the Interstate and A-B-C system, and are not financed out of the highway trust funds, but are financed instead out of the general fund.

The types of highways to which I refer and the sections of the act in which they are authorized are: Forest highways, section 5(2); public lands highways, section 5(3); forest development roads and trails, section 5(4); public lands development roads and trails, section 5(5); park roads and trails, section 5(6); parkways, section 5(7); and Indian reservation roads and bridges section 5(8).

In each instance the roads authorized traverse the type of public lands described in the subparagraph. Forest highways, of course, are roads that travel through our Federal forests and forest development roads and trails also are totally within the forest.

In contrast to this, public lands highways traverse the public domain lands

under the jurisdiction of the Bureau of Land Management as do the public lands development roads and trails. In these two subsections funds should be set aside for, and limited to, roads and highways on the public domain.

The funds for park roads and trails are for use within national parks and the funds for parkways are for specialized, national park developments. Lastly, the Indian reservation roads and bridges funds are to be expended only on lands and bridges on Indian reservations.

This all sounds very sensible and orderly. But because of some loose language in the 1950 law which established the public lands highway category, the Bureau of Public Roads can divert public lands funds to forest or park roads. This is contrary to the intent of the Public Works Committee and the Congress. If we intended that the Bureau of Public Roads should decide in what category road money should be spent we would simply appropriate a given sum and tell the Bureau personnel to divide it up. But we do not intend that this should be the case. We authorize given amounts for each type of road because we feel that is where and how the money should be spent.

Often, we feel that the authorizations are inadequate, and we adjust them. For example, I did not feel that the amounts recommended for authorization for the forest roads and highways were sufficient to do the job, and I offered an amendment to increase the authorizations which was adopted by the committee. I also offered an amendment to increase the authorization of public lands highways, which was also adopted, because the majority of the members of the committee were convinced that additional funds were needed for roads and highways over the public domain.

Actually, the authorizations for forest highways are more generous than the authorizations for public domain highways, and it certainly was never intended that the public domain funds should be diverted to forest highways, or to any other category of roads. Yet that is exactly what happened in the fiscal years 1966 and 1967 allocations by the Bureau of Public Roads.

I ask unanimous consent to have printed in the RECORD a table showing allocations of public highway funds for these 2 fiscal years.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

Public lands highway funds		
Types of land:	1966	1967
BLM (public land highways) ----	\$3,155,000	\$2,130,000
Forest highways--	3,295,000	3,901,930
Indian lands-----	0	250,000
National parks----	0	300,000
Federal recreation areas -----	400,000	400,000

Mr. MOSS. Mr. President, as is immediately evident, more public lands highway money will be expended on forest highways in these 2 years than on the public lands highways for which the funds were intended. In 1966, \$400,000 in public land money will also be ex-

pended on roads within Federal recreation areas, which should be built by the National Park Service, and in 1967, not only will public lands roads be diverted to Federal recreation areas, but some \$550,000 will be spent on roads over Indian lands.

Our public domain lands are by far the largest category of federally owned lands in the country. In many sparsely settled areas of the West, counties simply do not have a large enough tax base to build some of the roads which are needed across the public domain, and States are too hard pressed by the demands for A-B-C money in more populous areas to build these roads.

To be specific, in my State of Utah, there is a severe need for roads across the public domain to the boundary of recreation areas, such as the newly opened and spectacular Lake Powell area. These roads will not be used just by Utah citizens, but by tourists from all over the country who are being attracted to the new scenic wonderland in southern Utah. Yet these roads are not being constructed because of lack of funds—while public land funds are being diverted to other uses.

I believe it should be made abundantly clear in the legislative history of this bill that the Congress intends all funds are to be used for the categories of roads for which they are authorized. The diversion of public land funds may not be illegal, but it is contrary to the intent of Congress in authorizing and appropriating the funds.

Further, I would point out that the act authorizes only \$14 million for the fiscal year ending June 30, 1968, for public lands highways—far less than the forest highway authorizations—and there are applications pending for approximately five times the amount of money for public lands highways than is authorized herein.

It is imperative, therefore, that the entire amount of money authorized and appropriated for public lands highways be allotted to roads traversing the public domain, and I want the legislative record on this bill to show that it is the intent of Congress that this be done.

Mr. RANDOLPH. Let me compliment the Senator from Utah on what he has just said. We did raise the funds for this program, realizing its importance. The Senator from Utah has been an ardent advocate of this kind of development of roads on Federal domain lands.

The Senate committee on which he serves as a conferee, realizing the validity of his viewpoint, has been happy to include it—as the Senator knows—in the report.

Mr. MOSS. I thank the Senator from West Virginia for his kind remarks.

Mr. YARBOROUGH. Mr. President, I wish to commend the conferees on S. 3155, the Federal Aid Highway Act of 1966, for retaining the park and historic site preservation amendment. The distinguished chairman of the Senate Committee on Public Works [Mr. RANDOLPH], a great conservationist, fought hard to preserve the Senate provision in the bill, and has shown once again his awareness of the need to preserve America's natural

and cultural treasures of the past even while we build a new environment for the future through our great public works projects. As the author of the amendment, I thank the Senator for his great work to preserve America's heritage.

Mr. President, I ask unanimous consent that the provision as approved by the Senate-House conference be printed at this point in the RECORD.

There being no objection, the provision was ordered to be printed in the RECORD, as follows:

SEC. 15. (a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

"§ 138. Preservation of parklands

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless such program includes all possible planning, including consideration of alternatives to the use of such land, to minimize any harm to such park or site resulting from such use."

(b) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"138. Preservation of parklands."

Mr. YARBOROUGH. Mr. President, although our Federal aid highways and the new Interstate Highway System have been a great blessing, they have not been an unmixed blessing. Our highway system is the greatest in the world; it is a magnificent engineering achievement. We need still more highways, as the funds we are now voting to complete the Interstate System by 1972 attest to.

However it has always been my feeling that we should be careful where we put the highways, so that we do not destroy great natural and historical treasures when we do not have to. I feel that we now have on the books a reasonable provision which states for one and all to see, that the U.S. Congress has declared a national policy to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The conference report was agreed to.

A REPORT ON THE ILLNESS OF SENATOR MURPHY

Mr. KUCHEL. Mr. President, I am most grateful that I may now inform the Senate that the condition of our friend and colleague from California, GEORGE MURPHY, as reported to me by his able staff, is good. While the tumor which was excised by the doctor was malignant, tests indicate that the surrounding tissue is completely healthy

and that there is no need for further surgery.

The doctors in attendance and the family are both overjoyed, as all of us are. I thought it was rather indicative of the success of the operation that the Senator's son, Dennis, should say to the press that his father not only feels very good but also has a yen for spaghetti at the moment, and that his voice sounds like a cross between that of the Senator from Illinois [Mr. DIRKSEN] and Andy Devine.

We thank God for this news, and we renew our prayers that GEORGE's recovery will be complete.

Mr. YOUNG of Ohio. Let me express at this time my admiration for the distinguished Senator from California [Mr. MURPHY].

As a member of the Subcommittee on the Public Works Committee, he is a very hard working and valuable member, and also of the Senate itself. Let me attest to my affection for him as a friend.

I am greatly pleased to hear the glad tidings which the Senator from California [Mr. KUCHEL] has brought to us. I wish Senator MURPHY a speedy recovery and hope that he will return to Washington very soon.

Mr. KUCHEL. The gracious comments of the gracious and able Senator from Ohio reflects the views of all Members of the Senate.

Mr. MORSE. Mr. President, it is a great relief to me to learn that the Senator from California [Mr. MURPHY] is recovering very nicely from his operation and that the prognosis is favorable.

The Senator from California [Mr. KUCHEL] knows that a memorandum was circulated among Senators on yesterday which indicated that the tumor was malignant, but the memorandum did not set forth the prognosis as to what the outcome would be.

All Senators have been greatly concerned about the news contained in that memorandum and it is certainly good tidings which the Senator from California [Mr. KUCHEL] brings to the floor of the Senate today.

I work with our colleague, Mr. MURPHY, on the Committee on Labor and Public Welfare, and I have come to know him not only well but have also come to be very fond of him.

I want the Senator from California [Mr. KUCHEL] to know, as Mr. MURPHY's colleague, that the news just given us is not only good news but comes as a great relief to all Senators.

Mr. KUCHEL. The friendly and affectionate comments of my good friend, the Senator from Oregon, also reflect the feeling of all my colleagues for our friend, GEORGE MURPHY, of California.

SOUTH DAKOTA CHORUSES PLACE FIRST IN AMERICAN LEGION COMPETITIONS

Mr. McGOVERN. Mr. President, I am pleased to announce to the Senate that on yesterday the Sioux Falls American Legion Chorus won first place in the national competition at the National Convention of the American Legion in Wash-

This represents the 5th consecutive year that this very fine chorus from Sioux Falls, S. Dak., has placed first in the Nation in Legion competition.

I am further pleased to announce that the auxiliary of the American Legion of Sioux Falls, S. Dak., also won first place in the auxiliary division for choral competition. This represents the 3d year in a row that this honor has come to the American Legion Auxiliary in Sioux Falls.

For many years, the championship male chorus has been under the direction of Prof. Lee Bright of Sioux Falls College.

The women's auxiliary chorus is under the direction of Prof. Earl Mundt of Augustana College.

Mr. President, it is a great tribute to these Legion choruses, coming as they do from a State with a rather small population, composed of moderate sized communities, that repeatedly over the past few years they have won first-place honors in national competition. I share with my fellow South Dakotans a genuine pride in their impressive achievements.

APPALACHIAN REGIONAL DEVELOPMENT PROGRAM CARRIES INTO CONSTRUCTIVE ACTION THE INTENT OF THE CONGRESS—REPORT ON FIRST YEAR OF EFFORT INDICATES PROGRESS IN SOLVING PROBLEMS OF AREA

Mr. RANDOLPH. Mr. President, approximately a year ago I was privileged to floor manage in the Senate for one of the most urgently needed and carefully conceived measures I have had the privilege of supporting during my service in Congress. The bill, which became the Appalachian Regional Development Act of 1965, was the product of 2 years of diligent consideration, arduous discussion, and hard work. Federal, State, and local officials, segments of the business community and private citizens participated in this process and the result was legislation which is remedial in nature, but positive in direction.

The plight of the Appalachian region was vividly described during the 1960 presidential primary in West Virginia. Subsequent articles and programs disseminated by national news media aroused the public conscience of the Nation to the deterioration of Appalachia and the lives of too many of its people. The unique and difficult problems of Appalachia were sufficient to prompt the passage of legislation allocating funds from the National Treasury to help upgrade the quality of life and the standard of living of the Appalachian people, mainly through developmental procedures.

Those of us from the Appalachian States asked the help of the Congress in this effort. The report of the President's Appalachian Regional Commission documented that many Federal programs bypass Appalachia altogether or, because of inadequate State and local funds, do not have full impact there. The inadequate road system in the region is a direct result of the unusually high cost of

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Sept. 1, 1966
For actions of Aug. 31, 1966
89th-2nd; No. 146

CONTENTS

Consumers.....24	Forest service.....26	Price controls.....22
Cotton.....21	Guam.....2	Research.....17
Demonstration cities....16	Inflation.....21	Roads.....10
Disaster relief.....28	Intergovernmental relations.....20	School milk.....9
Electrification.....3	Interest rates.....13	Surplus property.....6
Farm labor.....25	Loans.....15	Timber.....7
Fish protein.....17	Marketing.....27	Traffic safety.....12
Food for freedom.....1	National Park.....7	Water pollution.....8
Food prices.....23	Peace Corps.....14	Watersheds.....18
Foreign aid.....11	Personnel.....5,19	Wildlife.....4
Foreign trade.....21		

HIGHLIGHTS: House received conference report on foreign aid authorization bill. House agreed to conference report on road authorization bill. House committee voted to report bill for rural-renewal loans and cost-sharing for recreation facilities. Rep. Abernethy expressed concern over cotton imports. Senate passed food for freedom bill. Sen. Proxmire urged increase in school milk funds. Rep. Johnson, Calif. commended Forest Service and inserted correspondence.

SENATE

1. FOOD FOR FREEDOM. Passed with amendments H. R. 14929, the food for freedom bill. Conferees were appointed. House conferees have not yet been appointed. (pp. 20566-86, 20629-30)
Adopted the following amendments:
By Sen. Morse, to enlarge the Advisory Committee to include the Secretaries of State and of the Treasury, and four members each of the Senate Foreign Relations Committee and the House Foreign Affairs Committee. (pp. 20566-7).

By Sens. Williams, Del. and Neuberger (modified by Cooper amendment), to exclude alcoholic beverages and tobacco or its products from the term "agricultural commodity." pp. 20573-81

2. GUAM. The Commerce Committee reported without amendment S. 2979, to extend coverage of the State Technical Services Act of 1965 to the territory of Guam (S. Rept. 1554). p. 20612
 3. ELECTRIFICATION. The Commerce Committee reported with amendment S. J. Res. 189, to provide for a study of the impact of overhead electric transmission lines and towers upon scenic assets, zoning and community planning, property values, and real estate revenues (S. Rept. 1556). p. 20612
 4. WILDLIFE. Passed as reported H. R. 9424, to provide for a program of protection and conservation of fish and wildlife threatened with extinction and to consolidate the authorities relating to Interior administration of the national wildlife refuge system. pp. 20857-8
 5. PERSONNEL. Conferees were appointed on S. 2393, to authorize additional super-grade positions for use in agencies or functions created or substantially expanded after June 30, 1965. House conferees have already been appointed. p. 20593
 6. SURPLUS PROPERTY. A subcommittee of the Government Operations Committee approved for full committee consideration S. 3385, to give State health, education, and civil defense agencies priority over foreign eligible donees in receiving Government surplus property. p. D832
 7. NATIONAL PARK. Sen. Kuchel criticized the cutting of timber by a private company on the site of the proposed Redwood National Park. pp. 20562-6
 8. WATER AND AIR POLLUTION. Sen. Tydings inserted two articles, one describing industrial waste isolation as "a new concept to preserve fresh water," the second urging businesses to end pollution of the air. pp. 20608-11
 9. SCHOOL MILK. Sen. Proxmire urged an increase of \$6 million in funds for the school milk program. p. 20625
-
- HOUSE
-
10. ROADS. Agreed to the conference report on S. 3155, the road authorization bill, which authorizes \$33 million for forest highways and \$170 million for forest development roads and trails for each of the fiscal years 1968 and 1969. This bill will now be sent to the President. pp. 20452-9
 11. FOREIGN AID. Received the conference report on H. R. 15750, the foreign aid authorization bill (H. Rept. 1927). pp. 20488-96
Rep. Bingham inserted an editorial commending Rep. Morgan for his "effective leadership" in the House committee and floor debate on the bill. pp. 20535-6
 12. TRAFFIC SAFETY. Both Houses agreed to the conference report on S. 3005, to establish motor vehicle safety standards. This bill will now be sent to the President. pp. 20459-63, 20598-604

voting. I was present and voted "yea." I ask unanimous consent that the permanent Record and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Wyoming?

There was no objection.

NATIONAL CHAPLAIN OF THE AMERICAN LEGION

(Mr. JOELSON asked and was given permission to address the House for 1 minute, and to revise and extend his remarks.)

Mr. JOELSON. Mr. Speaker, I had the very great honor of seeing Father Anthony J. O'Driscoll stand before this House and offer the opening prayer. I think it particularly appropriate that we have just passed the resolution which will allow the American Legion to take in veterans of the Vietnamese conflict, because I hope and expect that Father O'Driscoll will be the next national chaplain of the American Legion.

I know that I represent all of my colleagues in welcoming him here today and wishing him well, and also wishing for the success of the great work of the American Legion.

COMMITTEE ON BANKING AND CURRENCY

Mr. PATMAN. Mr. Speaker, I ask unanimous consent that the Committee on Banking and Currency may be allowed to sit today while the House is in session during general debate.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

Mr. GERALD R. FORD. Mr. Speaker, I object.

The SPEAKER. Objection is heard.

Mr. PATMAN. Mr. Speaker, will the gentleman reserve the right to object?

Mr. GERALD R. FORD. Mr. Speaker, I reserve the right to object.

Mr. PATMAN. The gentleman from New Jersey [Mr. WIDNALL], and the minority Members agreed to the request.

Mr. GERALD R. FORD. I would respond to the gentleman from Texas that word has been communicated to me there was objection from the minority Members to the committee or the subcommittee meeting this afternoon.

Mr. PATMAN. I did not know that. I withdraw my request.

Mr. GERALD R. FORD. Mr. Speaker, I do object.

The SPEAKER. The gentleman objects.

LOW INTEREST BILL SCHEDULED FOR HOUSE ACTION ON WEDNESDAY, SEPTEMBER 7

(Mr. PATMAN asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. PATMAN. Mr. Speaker, H.R. 14026—the low-interest bill of the 89th Congress—has been scheduled for floor action in the House next Wednesday, September 7.

We are now assured that the 435 Members of this body will have a clear-cut chance to vote for lower interest rates. We will now have the opportunity to put this Congress on record for lower and lower interest rates and against higher and higher rates.

Few bills to come before the House this session have been of greater importance to the American people. Interest rates are at historic highs and today the country faces nothing less than a monetary crisis.

I hope that those Members who want to go on record for lower interest rates will do everything they can to keep the issue focused on H.R. 14026 next week. H.R. 17255 which will be offered as a substitute is the Federal Reserve bill which does nothing about interest rates and which gives the Federal Reserve more authority to continue to impose upon the American people high and extortionate interest rates.

The American people want definite, concrete action and I am convinced that they do want the Congress to vote directly on this issue, and not leave the question of low or high interest to the Federal Reserve Board—the agency that raised interest rates 37½ percent last December.

H.R. 14026 is the only low interest bill pending before the House.

TEACHERS DEDUCTION FOR EXPENSES OF EDUCATION

(Mr. DE LA GARZA asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. DE LA GARZA. Mr. Speaker, today I have introduced legislation to permit teachers to deduct expenses of education from their Federal income tax.

I introduced this legislation as a result of protests I have had from a number of my constituents in the educational field with reference to a proposed ruling by the Internal Revenue Service to disallow the deduction of teachers' educational expenses. It is their thinking, in which I concur, that if this ruling is put into effect it will curb the incentive for a teacher to improve his or her teaching capabilities and will reflect detrimentally on the entire teaching profession, thereby resulting in a still further handicap in obtaining and retaining qualified teachers in the school system throughout the country.

During this, my freshman term in the House of Representatives, it has been my privilege to support the Elementary and Secondary Education Act. I have also been privileged to support other legislation to further educational programs of this administration which, as we all know, is education minded. I did so because I share the conviction that there could be no better or sounder investment in our future.

Following this train of thinking, it would seem logical that the proposed ruling by the Internal Revenue Service should not be put into effect. It would seem reasonable that teachers should be afforded the same opportunity and incentive to improve their abilities and

knowledge through further training and education as is afforded other business and professional people. To me, it would seem imperative, in fact, that we in the Congress help provide them any incentives necessary to follow this path, thereby guaranteeing better education for those boys and girls who will take over as tomorrow's citizens. I am therefore pleased to sponsor legislation which I feel takes a step in this direction.

Thank you.

AUTHORIZING THE ERECTION OF A MEMORIAL IN THE DISTRICT OF COLUMBIA TO GEN. JOHN J. PERSHING

Mr. JONES of Missouri. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 2338) to authorize the erection of a memorial in the District of Columbia to Gen. John J. Pershing.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There being no objection, the Clerk read the bill as follows:

S. 2338

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to provide for the erection of a memorial to the late John J. Pershing, General of the Armies of the United States, such memorial to be erected—

(1) in accordance with the plans and design submitted by the American Battle Monuments Commission to the Congress pursuant to Public Law 461, Eighty-fourth Congress (70 Stat. 84); and

(2) on that parcel of land in the northwest section of the District of Columbia, bounded on the north by Pennsylvania Avenue, on the south side by E Street, on the west by Fifteenth Street, and on the east by Fourteenth Street.

SEC. 2. The maintenance and care of the memorial herein authorized to be erected shall, upon completion, be the responsibility of the Secretary of the Interior.

SEC. 3. There is hereby authorized to be appropriated such amounts as may be necessary to carry out the provisions of this Act.

AMENDMENT OFFERED BY MR. JONES OF MISSOURI

Mr. JONES of Missouri. Mr. Speaker, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. JONES of Missouri: Strike out all language after the enacting clause and insert the provisions of H.R. 14195, as reported, as follows:

"That the American Battle Monuments Commission is authorized to provide for the erection of a memorial to the late John J. Pershing, General of the Armies of the United States, and to the officers and men under his command, such memorial to be erected—

"(1) in accordance with a design to be submitted by the American Battle Monuments Commission and approved by the President's Temporary Commission on Pennsylvania Avenue or its successor in interest; and

"(2) on that parcel of federally owned land in the northwest section of the District of Columbia, bounded on the north by Pennsylvania Avenue, on the south by E Street, on the west by Fifteenth Street, and on the east by Fourteenth Street.

"SEC. 2. The maintenance and care of the memorial herein authorized to be erected shall, upon completion, be the responsibility of the Secretary of the Interior.

"SEC. 3. There is hereby authorized to be appropriated such amounts as may be necessary to carry out the provisions of this Act."

The amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

A similar House bill (H.R. 14195) was laid on the table.

VOICES IN THE WILDERNESS OR A RESOUNDING CHORUS?

(Mr. HALL asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. HALL. Mr. Speaker, over the past few years the Republican warnings about the dangers of inflation were largely a few voices in the wilderness, unheeded, unneeded, and unwanted. Those who were riding the Great Society roller coaster, has been pretty well convinced that it was possible to spend more and pay less, as a permanent way of life.

Today, that economic myth has been shattered, and the few voices in the wilderness have become a raging chorus. A bandwagon with such unusual allies as former President Truman also, some of the leading liberals of the Democrat Party, whose collective votes for deficit spending programs, have brought on the current economic crisis.

It is not enough for Republicans to say "I told you so." We must of course continue to press for a return to responsible fiscal policy. In this effort we welcome the support of our Democrat friends, even those who helped create the myth of "go now, pay later"—much later.

We also must take immediate action to protect the millions of older citizens whose fixed incomes and loss of purchasing power, deprive them of the ability to weather the storm. At least 100 Republicans have introduced bills, to provide cost-of-living increase to social security recipients. The need for this legislation is urgent. It would not require a further tax increase. The administration should give us their support, or lacking in such support, the Congress should move ahead on its own, and once more demonstrate that it is an independent branch of Gov-

ernment, capable of moving swiftly to meet an urgent need.

FEDERAL-AID HIGHWAY ACT OF 1966—CONFERENCE REPORT

Mr. KLUCZYNSKI. Mr. Speaker, I call up the conference report on the bill (S. 3155) to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

The Clerk proceeded to read the statement.

CALL OF THE HOUSE

Mr. HALL. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. ALBERT. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 254]

Ashmore	Grider	Murray
Baring	Hagan, Ga.	O'Konski
Battin	Halleck	O'Neill, Mass.
Bell	Hanna	Powell
Blatnik	Hansen, Wash.	Rees
Burton, Utah	Hathaway	Reinecke
Byrnes, Wis.	Hébert	Rivers, S.C.
Callaway	Holfield	Rogers, Colo.
Clevenger	Horton	Saylor
Cohelan	Jones, Mo.	Scott
Conyers	Keogh	Senner
Corman	King, N.Y.	Sickles
Craley	Krebs	Teague, Calif.
Cunningham	Landrum	Thomas
Davis, Ga.	Long, La.	Toll
Diggs	McDowell	Tupper
Fisher	McEwen	Tuten
Flood	McMillan	Utt
Friedel	Martin, Ala.	Van Deerlin
Fulton, Tenn.	Mink	Walker, Miss.
Gallagher	Minshall	Weltner
Garmatz	Moore	Williams
Giammo	Morris	Willis
Gilligan	Morrison	Zablocki
Goodell	Murphy, Ill.	

The SPEAKER. On this rollcall 355 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

FEDERAL-AID HIGHWAY ACT OF 1966

The SPEAKER. The Clerk will proceed with the reading of the statement on the part of the managers.

The Clerk concluded the reading of the statement.

(For conference report and statement, see proceedings of the House of August 29, 1966.)

The SPEAKER. The gentleman from Illinois is recognized for 1 hour.

(Mr. KLUCZYNSKI asked and was given permission to revise and extend his remarks and to include tables.)

Mr. KLUCZYNSKI. Mr. Speaker, the conference report on the Federal-Aid Highway Act of 1966 authorizes increased amounts for the Interstate System for the years 1968 and 1969, and defers decision on the amounts that will be required for 1970, 1971, and 1972, until we have received the next official cost estimate required by law in 1968.

Minor but essential increases were made in some of the public lands highways authorizations, and provision is included, from the general fund, authorizing assistance to Alaska in meeting its peculiar and extremely burdensome highway construction requirements.

The funds authorized in the House bill for beautification have been eliminated, and they will be reconsidered when the cost estimate on the beautification program which is required to be submitted this coming January, has been received.

On behalf of the conferees and our committee, I would like to express both my high regard and my appreciation for the very capable and unwavering assistance we received from the gentleman from Ohio, Representative BILL HARSHA, and also the gentleman from New Hampshire [Mr. CLEVELAND]. The highway program has always been a bipartisan program, but in this instance, faced as we were with official figures we could not accept and the lack of authorization for the life of the Interstate System in the bill passed by the other body, BILL HARSHA was a source of determined assistance and strength to the conferees, as he always is in committee.

Mr. Speaker, I include in the RECORD at this point tables showing the approximate apportionment of Federal-aid highway funds for the fiscal years 1968 and 1969:

Approximate apportionment of Federal-aid highway funds for the fiscal year 1968 pursuant to S. 3155

[In thousands of dollars]

State	A B C				Interstate (\$3,400,000)	Total (\$4,400,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Alabama	8,742	6,663	3,374	18,779	73,170	91,949
Alaska	24,079	16,160	165	40,404		40,404
Arizona	6,400	4,148	1,876	12,424	52,063	64,477
Arkansas	6,616	5,242	1,368	13,226	26,404	39,690
California	21,871	9,922	27,172	58,965	329,098	388,063
Colorado	7,677	4,983	2,556	15,216	40,519	55,735
Connecticut	3,373	1,855	3,953	9,181	71,321	80,502
Delaware	2,225	1,484	576	4,285	6,053	10,338
Florida	8,708	5,415	7,058	21,181	74,381	95,562
Georgia	10,459	7,950	4,067	22,476	48,556	71,032
Hawaii	2,225	1,484	932	4,641	28,986	33,627
Idaho	4,966	3,564	531	9,061	19,873	28,938
Illinois	16,669	9,115	16,118	41,902	192,946	234,844

Approximate apportionment of Federal-aid highway funds for the fiscal year 1968 pursuant to S. 3155—Continued

[In thousands of dollars]

State	A B C				Interstate (\$3,400,000)	Total (\$4,400,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Indiana.....	9,781	7,095	5,632	22,508	73,910	96,418
Iowa.....	10,268	7,635	2,683	20,586	40,856	61,442
Kansas.....	10,249	7,151	2,463	19,863	25,119	44,982
Kentucky.....	7,459	6,299	2,506	16,264	70,278	86,542
Louisiana.....	6,941	4,980	3,929	15,850	85,343	101,193
Maine.....	3,324	2,523	852	6,699	14,997	21,696
Maryland.....	4,143	2,586	4,539	11,268	54,576	65,944
Massachusetts.....	5,371	2,308	8,662	16,341	73,305	89,646
Michigan.....	13,609	8,536	11,383	33,528	100,340	133,868
Minnesota.....	11,727	8,249	4,115	24,091	78,214	102,305
Mississippi.....	7,218	6,023	1,474	14,715	37,089	51,804
Missouri.....	12,424	8,495	5,578	26,497	81,778	108,275
Montana.....	8,146	5,645	574	14,374	34,433	48,807
Nebraska.....	7,915	5,648	1,447	15,010	19,133	34,143
Nevada.....	5,014	3,334	379	8,727	21,184	29,911
New Hampshire.....	2,225	1,484	664	4,373	16,275	20,684
New Jersey.....	6,086	2,024	10,786	18,896	88,874	107,770
New Mexico.....	6,825	4,605	1,213	12,643	40,418	53,061
New York.....	19,908	8,583	28,911	57,402	171,863	229,265
North Carolina.....	10,693	9,517	3,293	23,503	30,835	54,338
North Dakota.....	5,989	4,308	441	10,647	15,636	26,283
Ohio.....	14,891	9,258	14,185	38,334	208,212	246,546
Oklahoma.....	9,305	6,466	2,769	18,540	35,408	53,948
Oregon.....	6,942	4,850	2,097	13,889	59,215	73,104
Pennsylvania.....	16,078	10,299	15,976	42,353	162,884	205,237
Rhode Island.....	2,225	1,484	1,509	5,218	18,763	23,981
South Carolina.....	5,737	5,004	1,798	12,539	21,689	34,228
South Dakota.....	6,365	4,600	456	11,421	30,465	41,886
Tennessee.....	9,219	7,218	3,576	20,013	73,338	93,351
Texas.....	27,966	17,697	13,950	59,613	169,307	228,920
Utah.....	4,686	3,036	1,309	9,031	51,414	60,445
Vermont.....	2,225	1,484	269	3,978	24,076	28,054
Virginia.....	8,519	6,644	4,352	19,515	104,409	123,924
Washington.....	7,009	4,739	3,755	15,503	81,745	97,248
West Virginia.....	4,548	4,051	1,321	9,920	77,373	87,293
Wisconsin.....	10,492	7,382	4,857	22,731	28,145	50,876
Wyoming.....	5,159	3,509	296	8,964	33,189	42,153
District of Columbia.....	2,225	1,484	1,576	5,285	44,992	50,277
Puerto Rico.....	2,225	2,473	1,929	6,627	-----	6,627

Approximate apportionment of Federal-aid highway funds for the fiscal year 1969 pursuant to S. 3155

[In thousands of dollars]

State	A B C				Interstate (\$3,800,000)	Total (\$4,800,000)
	Primary (\$450,000)	Secondary (\$300,000)	Urban (\$250,000)	Total (\$1,000,000)		
Alabama.....	8,742	6,663	3,374	18,779	81,778	100,557
Alaska.....	24,079	16,160	165	40,404	-----	40,404
Arizona.....	6,400	4,148	1,876	12,424	58,177	70,601
Arkansas.....	6,616	5,242	1,368	13,226	29,577	42,803
California.....	21,871	9,922	27,172	58,965	367,815	426,780
Colorado.....	7,677	4,983	2,556	15,216	45,286	60,502
Connecticut.....	3,373	1,855	3,953	9,181	79,711	88,892
Delaware.....	2,225	1,484	576	4,285	6,765	11,050
Florida.....	8,708	5,415	7,058	21,181	83,131	104,312
Georgia.....	10,459	7,950	4,067	22,476	54,268	76,744
Hawaii.....	2,225	1,484	932	4,641	32,396	37,037
Idaho.....	4,966	3,564	531	9,061	22,211	31,272
Illinois.....	16,669	9,115	16,118	41,902	215,646	257,548
Indiana.....	9,781	7,095	5,632	22,508	82,605	105,113
Iowa.....	10,268	7,635	2,683	20,586	45,662	66,248
Kansas.....	10,249	7,151	2,463	19,863	28,074	47,937
Kentucky.....	7,459	6,299	2,506	16,264	78,546	94,810
Louisiana.....	6,941	4,980	3,929	15,850	95,383	111,233
Maine.....	3,324	2,523	852	6,699	16,762	23,461
Maryland.....	4,143	2,586	4,539	11,268	61,108	72,376
Massachusetts.....	5,371	2,308	8,662	16,341	81,929	98,270
Michigan.....	13,609	8,536	11,383	33,528	112,145	145,673
Minnesota.....	11,727	8,249	4,115	24,091	87,416	111,507
Mississippi.....	7,218	6,023	1,474	14,715	41,453	56,168
Missouri.....	12,424	8,495	5,578	26,497	91,399	117,896
Montana.....	8,146	5,654	574	14,374	38,484	52,858
Nebraska.....	7,915	5,648	1,447	15,010	21,384	36,394
Nevada.....	5,014	3,334	379	8,727	23,677	32,404
New Hampshire.....	2,225	1,484	664	4,373	18,190	22,563
New Jersey.....	6,086	2,024	10,786	18,896	99,329	118,225
New Mexico.....	6,825	4,605	1,213	12,643	45,174	57,817
New York.....	19,908	8,583	28,911	57,402	192,082	249,484
North Carolina.....	10,693	9,517	3,293	23,503	34,463	57,966
North Dakota.....	5,989	4,308	441	10,647	17,476	28,123
Ohio.....	14,891	9,258	14,185	38,334	232,708	271,042
Oklahoma.....	9,305	6,466	2,769	18,540	39,574	58,114
Oregon.....	6,942	4,850	2,097	13,889	66,182	80,071
Pennsylvania.....	16,078	10,299	15,976	42,353	182,047	224,400
Rhode Island.....	2,225	1,484	1,509	5,218	20,971	26,189
South Carolina.....	5,737	5,004	1,798	12,539	24,240	36,779
South Dakota.....	6,365	4,600	456	11,421	34,049	45,470
Tennessee.....	9,219	7,218	3,576	20,013	81,966	101,979
Texas.....	27,966	17,697	13,950	59,613	189,225	248,838
Utah.....	4,686	3,036	1,309	9,031	57,463	66,494
Vermont.....	2,225	1,484	269	3,978	26,909	30,887
Virginia.....	8,519	6,644	4,352	19,515	116,692	136,207
Washington.....	7,009	4,739	3,755	15,503	91,362	106,865
West Virginia.....	4,548	4,051	1,321	9,920	86,476	96,396
Wisconsin.....	10,492	7,382	4,857	22,731	31,456	54,187
Wyoming.....	5,159	3,509	296	8,964	37,093	46,057
District of Columbia.....	2,225	1,484	1,576	5,285	50,285	55,570
Puerto Rico.....	2,225	2,473	1,929	6,627	-----	6,627

Mr. Speaker, at this time I will yield 5 minutes to one of the great men on the minority side, the ranking minority member, a very good friend of mine, who I will say to you knows as much about highways as anyone in the country. Mr. Speaker, I now yield to the gentleman from Florida [Mr. CRAMER], a good man.

Mr. CRAMER. Mr. Speaker, I thank the gentleman from Illinois for the time he is yielding me, and obviously I thank him for the kind remarks, and I reciprocate. There is no finer and more cooperative man in the Congress than the gentleman from Illinois [Mr. KLUCZYNSKI].

Mr. Speaker, I feel that this conference report should be supported by the House. The House conferees were able to get most of the concessions they requested which were consistent with the House position. I was delighted to see that the conference supported the position taken in the motion to recommit the bill, offered by the minority leader, the gentleman from Michigan [Mr. GERALD R. FORD], by striking the additional authorizations of \$493 million for highway beautification. I think that was a wise action inasmuch as the Congress and its committees do not have reasonable estimates of costs for future beautification, be it in the nature of billboard or junkyard control, landscaping and scenic enhancement, or any other phase of the program. A review of billboard standards being proposed along with programming on junkyards, and eminent domain and beauty land acquisition is essential and needs review next year. Therefore, it was wise to put the matter off for consideration at a later date. As a result, the conferees sustained the position taken in the motion to recommit by striking out additional beautification authorizations at this time from the bill in the conference report. It is also important to note the language written into the House bill which prevents the use of highway trust funds for beautification purposes. Therefore, future beautification moneys will come from the general funds of the Treasury rather than from highway construction trust fund money, unless the Committee on Ways and Means sees fit to transfer the proposed 1-percent automobile excise tax to the trust fund for beautification purposes.

Mr. Speaker, I think that the House has accomplished its basic and worthwhile and important objective of preventing the highway trust fund moneys, which are needed for construction, from being used for beautification purposes.

Mr. Speaker, I would like to say to the House that there were reductions in the authorizations for interstate highway construction for the future in the amount of \$100 million below the House figures for fiscal year 1968, \$200 million for fiscal year 1969, \$900 million for each of the fiscal years 1970 and 1971, and \$1,621 million for fiscal year 1972. This is a total reduction in the authorization of \$3,721 million.

Mr. Speaker, I do want to point out briefly—and the gentleman from Ohio [Mr. HARSHA] is going to discuss it in greater detail—that we should not kid

ourselves into thinking that these reductions are going to have any effect other than extending time for completing the Interstate System.

This action cannot be interpreted other than extending the period of time of construction, because that is going to be the effect of it.

Mr. Speaker, the reduction of the House-passed figures for 1968 and 1969 is going to result in a stretchout of the interstate program unless more money is provided in the future to catch up. This represents a 10-percent stretchout over this period that will result in reduced construction in 1968 and 1969.

Mr. Speaker, I do know that it was the hope of the House—and we were adamant in that effort—that there should be full authorization made, thus encouraging the Ways and Means Committee to consider the need for more money in the trust fund to meet these authorizations. But, we had to yield to the other body and split the difference in the figure.

Mr. Speaker, it is my hope that in the near future the Committee on Ways and Means will consider means of financing adequately the highway program and meeting its contemplated completion of 1973.

Mr. Speaker, there was one aspect of the conference report on which I would like to comment briefly. That is not only the striking out of the \$493 million for the beautification program, but that the conferees, reluctantly accepted, insofar as this conferee is concerned, the funds over a 5-year period for assistance to the State of Alaska.

The SPEAKER. The time of the gentleman from Florida has expired.

Mr. KLUCZYNSKI. Mr. Speaker, I yield the gentleman 1 additional minute.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. CRAMER. Mr. Speaker, I would like to call to the attention of the House a section of the conference-reported bill which is of great concern to me. I refer to section 7 which authorizes \$14 million out of the general funds of the Treasury for each of the fiscal years 1968 through 1972 for highway construction and maintenance exclusively in the State of Alaska.

As I am sure most Members recall, the House-passed bill contained no provision whatsoever for special assistance for Alaska's highway program. However, in order to effectuate an agreement between the House and Senate Conferees on S. 3155, so that this important legislation might be signed into law as soon as possible, the House conferees reluctantly accepted a compromise Alaskan assistance section.

Under the provisions of the conference-reported bill, Alaska will be the recipient of an additional \$70 million of Federal funds over 5 years. In my opinion, the authorizing of this additional \$70 million to that State for highway construction and maintenance is just another one of many special devices which the State has contrived since its admission to the Union to obtain additional Federal funds. Ever since its admission

to the Union, Alaska has been receiving some form of special assistance. Now we are about to give it some more. The authorization of an additional \$70 million for the State in this bill exclusively for highway construction and maintenance is over 2½ times the total amount of funds granted to Alaska as transitional grants for 5 years, under the provisions of the Alaskan Omnibus Act of 1959, to ease Alaska's transition to statehood. This is astonishing when one considers that the transitional grants were a general supplement to the financial resources of the State and available for all State functions. We are now giving Alaska 2½ times as much money for highways, alone, which is in addition to Alaska's apportionment of funds under the Federal-aid highway program. Since 1959, \$219 million has been authorized to be appropriated for special assistance to Alaska, over and above the numerous regular Federal-aid programs.

This \$70 million authorization for Alaska is not supported by the administration. In fact, the Secretary of Commerce, in a report submitted to Congress on May 10, 1966, reporting on an Alaska highway study that was directed to be made by the Congress, recommended against providing any funds for Alaska for highway construction and maintenance over and above their regular Federal-aid highway apportionments.

The House Committee on Public Works held no hearings on this matter, and no witnesses testified relative to the need for any special assistance to Alaska. Based upon the report of the Secretary of Commerce, there appears to be no justification for this authorization.

Acceptance of this provision by the House conferees was necessary in order to reach an agreement on the bill. I am opposed to this \$70 million authorization, but, because other provisions of the bill are so urgently needed, I have signed the conference report and support the report, except for the Alaska special treatment money.

Adoption of the conference report, however, should not bind the House to appropriate any part of the \$70 million for Alaska. Since the Committee on Public Works has not had an opportunity to examine this matter, no funds should be appropriated unless fully justified before the Committee on Appropriations as to both need and Federal responsibility. I hope that the Committee on Appropriations will scrutinize this matter carefully before appropriating any funds.

The House conferees were successful in eliminating other unwarranted special provisions for Alaska, contained in the Senate-passed bill, to authorize the use of Federal-aid highway funds for construction of roads not on a Federal-aid highway system and for maintenance of roads on the system. The House conferees, in this regard, preserved a policy established by Congress from the beginning of the Federal-aid highway program.

Mr. Speaker, at this point in today's debate on the adoption of this conference report, I want to take this opportunity

to bring to the attention of the Members of the House and particularly the members of the Committee on Appropriations some figures relating to the extent of special assistance which Alaska has received since 1959.

It should also be called to the attention of the House that the State receives \$40 million annually as its regular allocation of funds for the Federal-aid highway program.

The Alaska Omnibus Act of June 25, 1959, Public Law 86-70, provided for the transition of the authorities of various Federal programs for Alaska from a territorial status to a State. The State became eligible for Federal grants-in-aid for programs under which it had not been included in its territorial status. The then new State benefited substantially from the provisions of that act.

That act transferred to the State some 17 airports under the prior jurisdiction and authority of the Federal Aviation Agency without any compensation to the Federal Government by the State. The two international airports, Fairbanks and Anchorage, were earning a net profit of \$200,000 annually at that time.

The State also received the following transitional grants: for fiscal year 1960, \$10,500,000; for fiscal year 1961, \$6 million; for fiscal year 1962, \$6 million; for fiscal year 1963, \$3 million; and for fiscal year 1964, \$3 million for a total of \$28,500,000.

The amendments of December 23, 1963, to the Alaska Public Works Act granted authority to the Secretary of the Interior to collect, compromise, or release certain claims held by the Secretary under the authority of that act at an estimated cost to the Federal Government of \$150,000.

The act of May 27, 1964, Public Law 89-311, provided authority to the Federal Government to make "grants to assist the State of Alaska to assume burdens which were borne by the Federal Government while it was a territory" in an amount not to exceed \$23,500,000 almost the figure of the original transitional grants of the 1959 act. These additional grants were made following the Alaskan earthquake of March 1964.

Over and above this additional \$23,500,000 to the State in outright grants, the Bureau of the Budget estimated that between \$200 and \$300 million would be available for loans, grants, and other forms of relief through such agencies as the Office of Emergency Planning, the Small Business Administration, the Farmers Home Administration, the Veterans' Administration, the Federal National Mortgage Association, the Department of the Interior, the Department of Agriculture, and the Department of Health, Education, and Welfare for various aspects of the total reconstruction program in the State.

The 1964 amendments to the Alaska Omnibus Act, not to be confused with the Alaska Public Works Act, embodied in Public Law 88-451, provided for assistance to the State of Alaska for the reconstruction of areas damaged by the earthquake. The total amount authorized for appropriation, not otherwise provided for in legislation, was not to exceed an additional \$55,650,000.

The act and reports on the legislation outlined some of the following expenses to be borne solely by the Federal Government in Alaska:

Estimated Federal Government restoration costs of national forest highways-----	\$29,000,000
Estimated Federal share for restoration on nonforest Federal-aid highways-----	15,000,000
Adjustment of debts owing Farmers Home Administration-----	4,000,000
Compromise or release of indebtedness under the Rural Electrification Administration in Alaska was estimated to be-----	29,322,600
Urban renewal grants to Alaska-----	25,000,000
Civil works project restoration (estimate submitted by the Corps of Engineers)-----	10,000,000
Purchase of Alaska State bonds; not to exceed-----	50,000,000
Total-----	162,322,600

The act of September 24, 1964, Public Law 88-610, provided for a study to de-

termine the extent of anticipated U.S. participation in the Alaskan Centennial Celebration of the purchase of Alaska and authorized for appropriation \$15,000 to carry out the act. As a result thereof, the act of March 26, 1966, Public Law 89-375, provided for U.S. participation in the 1967 statewide centennial celebration in the State of Alaska commemorating the purchase and authorized to be appropriated \$4,600,000 to provide for such appropriate U.S. participation.

I understand that Alaska has received over \$3.1 million under the provisions of the Public Works and Economic Development Act of last year, just to illustrate to the House that Alaska is receiving at least, if not more than, its "fair share" under the provisions of nationwide programs.

Mr. Speaker, as all Members can readily ascertain, the State of Alaska has received a great amount of special Federal assistance. Some of it for disaster relief is justifiable; however, I have serious reservations about most of the money for other purposes. I call this information to the attention of the members of the Committee on Appropriations and hope that they will recall them when this section 7 comes before them for funding.

Mr. Speaker, in order to provide all Members with as thorough explanation of this legislation as possible, I include the following tables for the RECORD:

Comparison of authorizations—Federal-Aid Highway Act of 1966

I. COMPARISON OF EXISTING AUTHORIZATIONS FOR THE INTERSTATE SYSTEM FOR FISCAL YEAR 1968 AND LATER YEARS WITH VARIOUS AUTHORIZATION PROPOSALS

[In billions]

	Existing law	Administration bill		House passed bill		Conference reported bill		
		H. R. 14359	Increase over existing law	S. 3155	Increase over existing law	S. 3155	Increase over existing law	Decrease from House-passed bill
1968-----	\$3.000	\$3.300	(\$0.300)	\$3.500	(\$0.500)	\$3.400	(\$0.400)	(-\$0.100)
1969-----	3.000	3.600	(.600)	4.000	(1.000)	3.800	(.800)	(-.200)
1970-----	3.000	3.600	(.600)	4.500	(1.500)	3.600	(.600)	(-.900)
1971-----	2.885	3.600	(.715)	4.500	(1.615)	3.600	(.715)	(-.900)
1972-----	-----	2.685	(2.685)	4.306	(4.306)	2.685	(2.685)	(-1.621)
Total....	11.885	16.785	(4.900)	20.806	(8.921)	17.085	(5.200)	(-3.721)

II. ESTIMATED COSTS, IN ADDITION TO AUTHORIZATIONS UNDER EXISTING LAW, TO COMPLETE THE INTERSTATE SYSTEM—JUSTIFICATION FOR HOUSE-PASSED BILL

Basis of additional costs	Bureau of Public Roads	AASHO
1965 cost estimate not authorized-----	\$4.900	\$4.900
Design changes-----	.630	(1.750)
Price trend increase-----	3.391	3.000+
Community value and esthetic construction features not financed for beautification funds-----	-----	1.000
Total-----	8.921	8.900+ (19.650)

¹ The President of AASHO testified that design changes will add approximately \$750,000,000 to the cost of the Interstate System, but that he did not include it in his estimate because he assumed that proposed controversial sections in a number of urban areas included in the 1965 cost estimate, costing about \$750,000,000, will not be constructed. If these sections are constructed his estimate of cost to complete the system would be increased by \$750,000,000.

Comparison of authorizations in the administration proposal, House-passed bill, and conference report, Federal-aid Highway Act of 1966

	Administration proposal	House-passed bill	Conference report	Conference report changes to House passed bill	
				Increase	Decrease
Interstate:					
1957	\$1,000,000,000	\$1,000,000,000	\$1,000,000,000		
1958	1,700,000,000	1,700,000,000	1,700,000,000		
1959	2,200,000,000	2,200,000,000	2,200,000,000		
1960	2,500,000,000	2,500,000,000	2,500,000,000		
1961	1,800,000,000	1,800,000,000	1,800,000,000		
1962	2,200,000,000	2,200,000,000	2,200,000,000		
1963	2,400,000,000	2,400,000,000	2,400,000,000		
1964	2,600,000,000	2,600,000,000	2,600,000,000		
1965	2,700,000,000	2,700,000,000	2,700,000,000		
1966	2,800,000,000	2,800,000,000	2,800,000,000		
1967	3,000,000,000	3,000,000,000	3,000,000,000		
1968	3,300,000,000	3,500,000,000	3,400,000,000		-\$1,000,000,000
1969	3,600,000,000	4,000,000,000	3,800,000,000		-200,000,000
1970	3,600,000,000	4,500,000,000	3,600,000,000		-900,000,000
1971	3,600,000,000	4,500,000,000	3,600,000,000		-900,000,000
1972	2,685,000,000	4,306,000,000	2,685,000,000		-1,621,000,000
Total	41,685,000,000	45,706,000,000	41,985,000,000		-3,721,000,000
Beautification:					
Sec. 131. Outdoor advertising:					
1968		80,000,000			-80,000,000
1969		80,000,000			-80,000,000
Sec. 136. Junkyards:					
1968		28,000,000			-28,000,000
1969		20,000,000			-20,000,000
Sec. 319(b). Landscaping and scenic enhancement:					
1968		135,000,000			-135,000,000
1969		150,000,000			-150,000,000
Total		493,000,000			-493,000,000
Highway study: Guam, American Samoa, and Virgin Islands		1,150,000	2,200,000	\$50,000	
Emergency relief: Per year	\$ 50,000,000	\$ 50,000,000	\$ 50,000,000		
Alaskan assistance:					
1968			14,000,000	14,000,000	
1969			14,000,000	14,000,000	
1970			14,000,000	14,000,000	
1971			14,000,000	14,000,000	
1972			14,000,000	14,000,000	
Total			70,000,000	70,000,000	
A-B-C program:					
1968	1,000,000,000	1,000,000,000	1,000,000,000		
1969	1,000,000,000	1,000,000,000	1,000,000,000		
Total	2,000,000,000	2,000,000,000	2,000,000,000		
Public domain roads:					
Forest highways:					
1968	33,000,000	33,000,000	33,000,000		
1969	33,000,000	33,000,000	33,000,000		
Public lands highways:					
1968	7,000,000	7,000,000	14,000,000	7,000,000	
1969	7,000,000	7,000,000	16,000,000	9,000,000	
Forest development roads and trails:					
1968	85,000,000	170,000,000	170,000,000		
1969	110,000,000	170,000,000	170,000,000		
Public lands development roads and trails:					
1968	2,000,000	2,000,000	3,000,000	1,000,000	
1969	3,000,000	3,000,000	5,000,000	2,000,000	
Park roads and trails:					
1968	25,000,000	25,000,000	25,000,000		
1969	30,000,000	30,000,000	30,000,000		
Parkways:					
1968	9,000,000	9,000,000	9,000,000		
1969	11,000,000	11,000,000	11,000,000		
Indian reservation roads and bridges:					
1968	18,000,000	18,000,000	19,000,000	1,000,000	
1969	23,000,000	23,000,000	23,000,000		
Total	396,000,000	541,000,000	561,000,000	20,000,000	

Total additional authorizations in administration proposal (not including emergency relief) \$7,296,000,000
 Total additional authorizations in House-passed bill (not including emergency relief) 11,955,150,000
 Total additional authorization in conference-reported bill (not including emergency relief) 7,831,200,000
 Net decrease between conference-reported bill and House-passed bill (not including emergency relief) 4,123,950,000

¹ Report to be submitted by Jan. 10, 1967.

² Report to be submitted by July 1, 1967.

³ \$20,000,000 increase.

Mr. KLUCZYNSKI. Mr. Speaker, I yield 5 minutes to the gentleman from Ohio [Mr. HARSHA], one of the conferees.

Mr. HARSHA. Mr. Speaker, I thank the gentleman for yielding.

Mr. Speaker, it is with a certain degree of reluctance that I am supporting the adoption of this conference report on S. 3155. Certain provisions of the conference-reported bill, especially those providing for additional authorizations of appropriations for the Interstate System, give me great concern for the future of the Federal-aid highway pro-

grams, particularly the Interstate System.

The House passed this measure on August 11 with an overwhelming mandate for the provisions contained therein, except for the authorizations for highway beautification, with only one dissent. I had strongly hoped that any conference-reported bill, which might emanate from a resolution of the disagreements between the two Houses, would reflect the longstanding, harmoniously bipartisan, and cooperatively bicameral concern for the orderly and

continued growth of the Federal-aid highway program, particularly the Interstate System. Unfortunately, this was not the case. Therefore, I am disappointed. While the conference report does indicate continued bipartisan support of the Federal-aid highway programs, in my opinion, it reflects neither adequate concern for the orderly completion of the Interstate System by 1973, nor the once strong willed congressional intent that the system be completed by a definite date. This is because the conference committee failed to report

back to the two Houses the provisions for additional authorizations for the Interstate System as passed by the House.

The House, in passing its version of the legislation, made it abundantly clear that it intended the Interstate System to be completed in 1973, which could only be accomplished by the acceptance of the House-passed additional authorizations for the Interstate System for fiscal years 1968 through 1972. Estimates of cost received by the Committee on Public Works from the Bureau of Public Roads, itself, clearly indicate that additional authorizations of at least \$8.921 billion will be required for completion of the Interstate System by 1973. I consider, and I think I can speak for the majority of the members of the Committee on Public Works in this instance that completion of the Interstate System by 1973 is of utmost importance.

In 1956, Congress enacted the Federal-Aid Highway Act of that year with the clear and unequivocal expression that the program should be completed by a definite date, then designated as fiscal year 1969. This definite completion date for a highway system was one of the outstanding characteristics of the 1956 act, and it has been reaffirmed many times in subsequent Federal-Aid Highway Acts.

Since 1956, Congress has increased authorizations for appropriations to complete the Interstate System and it has extended the completion date to 1972. The House-passed bill would have provided for completion of the Interstate System in 1973.

Completion of the system by 1973 not only would provide America's tens of millions of motoring citizens with more rapid and less congested means of highway travel, but it would also provide a much safer means of highway travel. It has been estimated that, when completed, the Interstate System will save 8,000 lives per year.

Not only did the conferees reduce the House-passed additional authorizations for fiscal years 1968 and 1969 by a total of \$300 million, but the conference-reported bill reverts back to the 1965 cost estimate figures for fiscal years 1970, 1971, and 1972. This is very alarming, for the 1965 cost estimate figures are admittedly based on 1963 construction costs and are generally regarded as out of date.

In order to meet the completion date of 1973 the additional authorizations adopted by the House are necessary. Let us now look a moment at what has happened to those House-passed provisions. For fiscal year 1968, the conference-reported bill reduces the House figure by \$100 million; for fiscal year 1969, it cuts the House figure by \$200 million; for fiscal years 1970 and 1971 it cuts the House figure by \$900 million for each of those years; and for fiscal year 1972 it cuts the House figure by \$1.621 billion. In essence, the conference-reported bill has slashed the necessary additional authorizations for the Interstate System by no less than \$3.721 billion. Of the needed \$8.921 billion to complete the system by 1972, the conference-reported bill has

provided only \$5.2 billion, \$3.721 billion short.

It seems obvious to me that unless these authorizations are subsequently raised and very soon, the effect might well be to seriously endanger the interstate program as we know it today and as the Congress has guided it for a decade.

The conference committee reported a difficult compromise between the House and Senate versions. I think on the whole the conferees of this body did a commendable job to uphold the House-passed bill, but the other body was rather adamant on these authorizations.

At this time I would like to call particular attention to the dedicated and able leadership of the distinguished gentleman from Illinois, the chairman of the Subcommittee on Roads, in endeavoring to sustain the House provision on this problem. He was very forceful in his leadership, and he contributed much to this conference report and, as always, he made a great contribution to responsible legislation. He has been a great asset to this committee and I want to commend him and also the distinguished chairman of our full committee for his able leadership, the gentleman from Maryland [Mr. FALLON].

Mr. Speaker, these lower authorizations for the Interstate System may mean more years of uncompleted segments on the Interstate System resulting in highly congested traffic on already overcrowded routes, and more needless deaths and injuries, at a time when Congress is supposed to be deeply concerned over highway and vehicular safety. Therefore, I hope that the next Congress that deals with this problem will be a little more realistic.

If it had not been for the pressing need to enact this legislation so that the State highway construction programs are not stopped or unduly delayed, I assure you that I might have taken a different attitude regarding signing the conference report.

It is appropriate, while considering this conference report, to point out the need for early action by the Congress to provide additional revenues for the highway trust fund, so as to finance additional authorizations for the Interstate System. Based upon the most accurate estimates available to the Committee on Public Works, an additional \$6 billion is needed in the trust fund to complete the system in 1973. Of course, if the completion date is extended to 1975 or 1976, we can expect further increases in the cost of the system, and the trust fund deficit will be even greater. Even with the inadequate authorizations contained in the conference report, the trust fund will be \$2.3 billion short. I urge the Committee on Ways and Means to give this matter early attention.

I would also like to address myself briefly to the Alaskan assistance section of the conference-reported bill, which authorizes \$14 million out of the general funds of the Treasury for each of the fiscal years 1968 through 1972 for highway construction and maintenance in the State. The House bill contained no special Alaskan assist-

ance provision whatsoever; however, I do think that the conference-reported compromise is not as bad as it might seem at first glance. The Senate-passed language would have authorized the use of Federal-aid highway construction funds for the maintenance of Federal-aid highways and for the construction of access and development roads, either on or off the Federal-aid system, in that State without limit as to amount or time. It would further have authorized the appropriation of an additional \$10 million per year for 5 years from the highway trust fund for the construction and maintenance of highways in Alaska, either on or off the Federal-aid system.

The conference substitute authorizes Alaska to use Federal-aid highway funds apportioned to that State for construction of access and development roads on the Federal-aid system only. Thus, Federal-aid highway construction funds are limited to the construction of roads on the Federal-aid system, and no such funds may be used for maintenance, which preserves inviolate a policy established by the Congress in 1921.

The conference provision further authorizes the appropriation from the general fund of the Treasury of \$14 million a year for 5 years, commencing with fiscal year 1968 for the construction and maintenance of highways in Alaska either on or off the Federal-aid system. This is not Federal-aid highway construction money and it does not come from the already overburdened highway trust fund.

Thus here again the conferees protected the trust fund.

Now, there are rather unique circumstances in the Alaska situation. While the House did not have hearings on this matter, it was brought out by the conferees of the other body that Alaska has not been under the A-B-C aid program for highways until 3 years before it became a State. Now, because of the tremendous variations in temperatures and the weather conditions, freezing and thawing and its resultant damage, their highway construction and maintenance costs are extremely high. Thus they have very peculiar problems which other areas are not confronted with. Here again the other body was adamant and insisted they would not yield unless some provision for Alaska was contained in this conference. In order to obtain a bill the House conferees receded with the amendments I indicated. The conferees felt that the Appropriations Committee will scrutinize any request for funds very thoroughly. Alaska will have to justify to the satisfaction of the committee every expenditure in this additional authorization. So the House still has an annual opportunity to look at this problem and determine the wisdom of our action today.

I want to call your attention to the provision for highway beautification in the conference reported bill. The conferees deleted all provisions whatsoever for any additional authorizations to carry out the Highway Beautification

Act of 1965. This is a program that could well be held in abeyance while the administration attempts to get its fiscal house in order.

Only the authorizations in last year's act will now be on the books—that is \$20 million for each of the fiscal years 1966 and 1967 for billboard control, \$20 million for each of the same 2 fiscal years for junkyard control and the 3 percent of total apportionments for highway beautification and landscaping.

In addition the House provision assuring the integrity of the trust fund and protecting it from expenditures for beautification and safety was retained.

Mr. Speaker, there are some additional changes which are minor in relation to the entire bill; such as changes in the dates for completion of the studies for advanced rights-of-way acquisition and relocation assistance, the addition of American Samoa in a study of highway needs, requirements for certain guidelines and a report thereon to Congress to control soil erosion, preservation of parklands and historic sites and the employment by States of private engineering firms.

On balance, Mr. Speaker, the conference report is one that can be accepted by the House and I urge its adoption.

Mr. KLUCZYNSKI. Mr. Speaker, I yield to the gentleman from Alabama [Mr. JONES].

(Mr. JONES of Alabama asked and was given permission to revise and extend his remarks.)

[Mr. JONES of Alabama addressed the House. His remarks will appear hereafter in the Appendix.]

Mr. KLUCZYNSKI. Mr. Speaker, I yield to the gentleman from New Hampshire [Mr. CLEVELAND].

(Mr. CLEVELAND asked and was given permission to revise and extend his remarks.)

Mr. CLEVELAND. Mr. Speaker, I thank the gentleman from Illinois for yielding.

Mr. Speaker, first of all I would like to express my appreciation to the distinguished gentleman from Illinois [Mr. KLUCZYNSKI], for his kind remarks concerning my service on the conference committee which considered the Federal-Aid Highway Act of 1966. This was my first experience serving on a conference committee and I must confess that I consider it to have been a great success.

Two amendments of mine which were rejected by the House were adopted by the conference committee. One of these amendments was to delay authorization of \$493 million for highway beautification. The other was to help protect park lands and historic sites from unnecessary encroachment by federally aided highways.

In addition, the Federal-Aid Highway Act of 1966 incorporates two additional proposals of mine which I have advocated for the past several years. One involves the advance taking of rights-of-way, and I am pleased both Houses have agreed that this should be carefully studied. The advance taking of rights-of-way cannot only save the Federal Government money, but also alleviate undue hardships on individuals. An addi-

tional proposal that I have strongly advocated involves the four-laning of the entire Interstate System as a desirable safety precaution. This also has been approved by the conference committee.

I concur generally with the remarks of my distinguished colleagues, the gentleman from Florida [Mr. CRAMER] and the gentleman from Ohio [Mr. HARSHA], with whom I served as a conferee. I wish to express my concern that timely completion of the interstate is definitely in jeopardy unless action is taken to increase funds for the Highway Trust Act. This is just another regrettable aspect of the upward spiral in the cost of living and inflation.

Mr. KLUCZYNSKI. Mr. Speaker, I yield to the gentleman from California [Mr. DON H. CLAUSEN], a member of the committee.

(Mr. DON H. CLAUSEN asked and was given permission to revise and extend his remarks.)

Mr. DON H. CLAUSEN. Mr. Speaker, I thank the gentleman for yielding.

[Mr. DON H. CLAUSEN addressed the House. His remarks will appear hereafter in the Appendix.]

Mr. KLUCZYNSKI. Mr. Speaker, there are no further requests for time.

Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The SPEAKER. The question is on agreeing to the conference report.

Mr. CRAMER. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 359, nays 1, not voting 72, as follows:

[Roll No. 255]

YEAS—359

Abbitt	Burke	Dowdy
Abernethy	Burleson	Downing
Adair	Burton, Calif.	Dulski
Adams	Byrne, Pa.	Duncan, Oreg.
Addabbo	Byrnes, Wis.	Duncan, Tenn.
Albert	Cabell	Dwyer
Anderson, Ill.	Cahill	Dyal
Anderson, Tenn.	Callan	Edmondson
Andrews	Cameron	Edwards, Ala.
George W. Andrews	Carey	Edwards, Calif.
Glenn Andrews	Carter	Edwards, La.
Annunzio Arends	Casey	Ellsworth
N. Dak. Annunzio	Cederberg	Erlenborn
Beckworth	Celler	Evans, Colo.
Belcher	Chamberlain	Everett
Bennett	Chelf	Evins, Tenn.
Berry	Clancy	Fallon
Betts	Clark	Farbstein
Bingham	Clausen	Farnsley
Blatnik	Don H. Clawson, Del.	Farnum
Boggs	Cleveland	Fascell
Boland	Collier	Feighan
Bolton	Conable	Findley
Bow	Conte	Fino
Brademas	Corbett	Flood
Bray	Cramer	Flynt
Brock	Culver	Fogarty
Brooks	Curtin	Foley
Broomfield	Curtis	Ford, Gerald R.
Brown, Calif.	Daddario	Ford, William D.
Brown, Clarence J., Jr.	Dague	Fountain
Broyhill, N.C.	Daniels	Fraser
Broyhill, Va.	Davis, Wis.	Frelinghuysen
Buchanan	Dawson	Fulton, Pa.
	de la Garza	Fuqua
	Delaney	Gathings
	Dent	Gettys
	Denton	Gialmo
	Derwinski	Gibbons
	Dickinson	Gilbert
	Dingell	Gonzalez
	Dole	Goodell
	Donohue	Grabowski
	Dorn	Gray
	Dow	Green, Oreg.

Green, Pa.	Machen	Rooney, Pa.
Greigg	Mackay	Rosenthal
Grider	Mackie	Rostenkowski
Griffiths	Madden	Roudebush
Gross	Mahon	Roush
Grover	Mailliard	Roybal
Gubser	Marsh	Rumsfeld
Gurney	Martin, Mass.	Ryan
Hagen, Calif.	Martin, Nebr.	Satterfield
Haley	Mathias	St. Germain
Hall	Masunaga	St. Onge
Halpern	Matthews	Scheuer
Hamilton	May	Schisler
Hanley	Meeds	Schmidhauser
Hanna	Michel	Schneebeli
Hansen, Idaho	Miller	Schweiker
Hansen, Iowa	Mills	Secrest
Hardy	Minish	Selden
Harsha	Minshall	Shibley
Harvey, Ind.	Mize	Shriver
Harvey, Mich.	Moeller	Sikes
Hathaway	Monagan	Sisk
Hawkins	Moore	Skubitz
Hays	Moorhead	Slack
Hechler	Morgan	Smith, Calif.
Helstoski	Morris	Smith, Iowa
Herlong	Morse	Smith, N.Y.
Hicks	Moron	Smith, Va.
Hollifield	Mosher	Springer
Holland	Moss	Stafford
Hosmer	Multer	Staggers
Howard	Murphy, N.Y.	Stalbaum
Hull	Murray	Stanton
Hungate	Natcher	Steed
Huot	Nedzi	Stephens
Hutchinson	Nelsen	Stratton
Ichord	Nix	Stubblefield
Irwin	O'Hara, Ill.	Sullivan
Jacobs	O'Hara, Mich.	Sweeney
Jarman	Olsen, Mont.	Talcott
Jennings	Olsen, Minn.	Taylor
Joelson	O'Neal, Ga.	Teague, Tex.
Johnson, Calif.	Ottinger	Tenzer
Johnson, Okla.	Passman	Thompson, N.J.
Johnson, Pa.	Patman	Thompson, Tex.
Jonas	Patten	Thomson, Wis.
Jones, Ala.	Pelly	Trimble
Jones, Mo.	Pepper	Tuck
Karsten	Perkins	Tunney
Karth	Pickle	Tupper
Kastenmeier	Pike	Udall
Kee	Pirnie	Ullman
Keith	Poage	Vanik
Kelly	Poff	Vigorito
King, Calif.	Pool	Vivian
King, Utah	Powell	Waggonner
Kirwan	Price	Waldie
Kluczynski	Purcell	Walker, N. Mex.
Kornegay	Quie	Watkins
Kunkel	Quillen	Watson
Laird	Race	Watts
Langen	Randall	Whalley
Latta	Redlin	White, Tex.
Leggett	Reid, Ill.	Whitener
Lennon	Reid, N.Y.	Whitten
Lipscomb	Reifel	Widnall
Long, La.	Reuss	Wilson, Bob
Love	Rhodes, Ariz.	Wilson, Charles H.
McCarthy	Rhodes, Pa.	Wolf
McClary	Rivers, Alaska	Wright
McCulloch	Roberts	Wyatt
McDade	Robison	Wylder
McDowell	Rodino	Yates
McFall	Rogers, Fla.	Young
McGrath	Rogers, Tex.	Younger
McVicker	Ronan	
MacGregor	Rooney, N.Y.	

NAYS—1

Kupferman

NOT VOTING—72

Ashmore	Gilligan	Pucinski
Ayres	Hagan, Ga.	Rees
Baring	Halleck	Reinecke
Battin	Hansen, Wash.	Resnick
Bell	Hébert	Rivers, S.C.
Bolling	Henderson	Rogers, Colo.
Burton, Utah	Horton	Roncalio
Callaway	Jones, N.C.	Saylor
Clevenger	Keogh	Scott
Cohelan	King, N.Y.	Senner
Colmer	Krebs	Sickles
Conyers	Landrum	Teague, Calif.
Cooley	Long, Md.	Thomas
Corman	McEwen	Todd
Craley	McMillan	Toll
Cunningham	Macdonald	Tuten
Davis, Ga.	Martin, Ala.	Utt
Devine	Mink	Van Deerlin
Diggs	Morrison	Walker, Miss.
Fisher	Murphy, Ill.	Weltner
Friedel	O'Brien	White, Idaho
Fulton, Tenn.	O'Konski	Williams
Gallagher	O'Neill, Mass.	Willis
Garmatz	Philbin	Zablocki

So the conference report was agreed to. The Clerk announced the following pairs:

Mr. O'Neill of Massachusetts with Mr. Halleck.
 Mr. Hébert with Mr. Saylor.
 Mr. Keogh with Mr. Utt.
 Mr. Ashmore with Mr. Martin of Alabama.
 Mr. Senner with Mr. King of New York.
 Mr. Zablocki with Mr. O'Konski.
 Mr. Gilligan with Mr. Reinecke.
 Mr. Davis of Georgia with Mr. Battin.
 Mr. Scott with Mr. McEwen.
 Mr. White of Idaho with Mr. Devine.
 Mr. Garmatz with Mr. Horton.
 Mr. Henderson with Mr. Cunningham.
 Mr. Friedel with Mr. Bell.
 Mr. Colmer with Mr. Burton of Utah.
 Mr. Philbin with Mr. Teague of California.
 Mr. Williams with Mr. Callaway.
 Mr. Macdonald with Mr. Cooley.
 Mr. Clevenger with Mr. Corman.
 Mr. Gallagher with Mr. Conyers.
 Mr. Cohelan with Mr. Baring.
 Mr. Jones of North Carolina with Mr. Krebs.
 Mrs. Mink with Mr. Murphy of Illinois.
 Mr. Resnick with Mr. Rivers of South Carolina.
 Mr. Pucinski with Mr. O'Brien.
 Mr. Van Deerlin with Mr. Toll.
 Mrs. Thomas with Mr. Todd.
 Mr. Sickles with Mr. Rogers of Colorado.
 Mr. Roncalio with Mr. Diggs.
 Mr. Fulton of Tennessee with Mr. Hagan of Georgia.
 Mrs. Hansen of Washington with Mr. Willis.
 Mr. Weltner with Mr. Tuten.
 Mr. Craley with Mr. Landrum.
 Mr. Fisher with Mr. Rees.
 Mr. Morrison with Mr. McMillan.
 Mr. Long of Maryland with Mr. Walker of Mississippi.

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate by Mr. Arrington, one of its clerks, announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 8989), entitled "An Act to promote health and safety in metal and nonmetallic mineral industries, and for other purposes."

PROVIDING FOR CONSIDERATION OF H.R. 14026, TO PROHIBIT INSURED BANKS FROM ISSUING NEGOTIABLE INTEREST-BEARING OR DISCOUNTED NOTES, CERTIFICATES OF DEPOSIT, OR OTHER EVIDENCES OF INDEBTEDNESS

Mr. SMITH of Virginia, from the Committee on Rules, reported the following privileged resolution (H. Res. 993, Rept. No. 1922) which was referred to the House Calendar and ordered to be printed:

H. RES. 993

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 14026) to prohibit insured banks from is-

suing negotiable interest-bearing or discounted notes, certificates of deposit, or other evidences of indebtedness. After general debate, which shall be confined to the bill and shall continue not to exceed four hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Banking and Currency, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider without the intervention of any point of order the amendment in the nature of a substitute recommended by the Committee on Banking and Currency now printed in the bill, and such substitute for the purpose of amendment shall be considered under the five-minute rule as an original bill. It shall also be in order to consider, without the intervention of any point of order, the text of the bill H.R. 17255, Eighty-ninth Congress, as a substitute for the said committee amendment. At the conclusion of such consideration the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any of the amendments adopted in the Committee of the Whole to the bill or committee amendment in the nature of a substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions.

COMMITTEE ON RULES

Mr. SMITH of Virginia. Mr. Speaker, I ask unanimous consent that the Committee on Rules may have until midnight tomorrow night to file certain privileged reports.

The SPEAKER. Is there objection to the request of the gentleman from Virginia?

There was no objection.

COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE

Mr. STAGGERS. Mr. Speaker, I ask unanimous consent that the Committee on Interstate and Foreign Commerce may be permitted to sit while the House is in session today during general debate.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

SUBCOMMITTEE ON DE FACTO SCHOOL DESEGREGATION

Mr. BURTON of California. Mr. Speaker, I ask unanimous consent that the Subcommittee on De Facto School Desegregation of the Committee on Education and Labor be permitted to meet during general debate today while the House is in session. I might add that I have the express consent of the ranking Republican member, the gentleman from Ohio [Mr. ASHBROOK], that we follow this procedure. We have two or three witnesses, including the head of the school board from the State of South Carolina. We were just unable to get to them this morning.

The SPEAKER pro tempore (Mr. Moss). Is there objection to the request of the gentleman from California?

There was no objection.

NATIONAL TRAFFIC AND MOTOR VEHICLE SAFETY ACT OF 1966

Mr. STAGGERS. Mr. Speaker, I call up the conference report on the bill (S. 3005) to provide for a coordinated national safety program and establishment of safety standards for motor vehicles in interstate commerce to reduce accidents involving motor vehicles and to reduce the deaths and injuries occurring in such accidents, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of Aug. 30, 1966.)

The SPEAKER pro tempore (Mr. SISK). The gentleman from West Virginia [Mr. STAGGERS] is recognized for 1 hour.

Mr. STAGGERS. Mr. Speaker, I stated when this legislation came before the House on August 17, the Committee on Interstate and Foreign Commerce labored diligently over the proposed legislation and reported a good bill.

I believe that in the floor action several improvements were made. The other body requested a conference and we went to conference last Wednesday and Thursday on a number of points. I have counted 43 separate items that were before the conference committee. Many of these were relatively minor but quite a number were significant. The managers for the Senate receded entirely on 27 items. On another seven, they receded with minor modifications. There were only eight recessions by the managers for the House. Of these eight, I believe it would be accurate to characterize seven of them as minor.

I am not going to unnecessarily take up time to go through the actions of the conference committee one by one. All of this is set forth in the conference report and the statement of managers. However, to emphasize my conviction that the House was very successful in this conference, I would like to single out a few of the more important subjects which were discussed and the action which was taken as to these important items.

DEFINITION OF MOTOR VEHICLE

The House definition covers all vehicles including trucks and buses. The definition in the Senate version was more restrictive and was interpreted as not including trucks and buses. The managers for the Senate receded.

RESEARCH AND DEVELOPMENT

In the House version, the research and development provisions are mandatory rather than discretionary and they are also broader in scope than the Senate version. The managers for the Senate receded.

USED VEHICLES

The House provided for the development of used car standards. The Senate version contained no comparable provi-

sions. The managers for the Senate accepted the House version.

TIRE SAFETY

The House version contained a separate and specific title directed to tire safety standards. The Senate version made no mention of tires although passenger car and station wagon tires had been dealt with in a separate bill. The managers for the Senate accepted the House version.

COMMON LAW LIABILITY

The House version contains a provision which specifically provides that compliance with Federal motor vehicle safety standards does not exempt any person from any liability under common law. The Senate version had no comparable provision. The managers for the Senate accepted the House version.

NATIONAL TRAFFIC SAFETY AGENCY

The House version contains provisions creating a National Traffic Safety Agency, and requiring the appointment of an Administrator for that Agency by the President. The Senate version had no comparable provisions. The managers for the Senate accepted the House version.

NATIONAL MOTOR VEHICLE SAFETY ADVISORY COUNCIL

The House version requires appointment of an Advisory Council to be made up of representatives of those industries concerned, State and local governments, and the general public. The Senate version has no comparable provision. The managers for the Senate, with some modifications, accepted the inclusion of an Advisory Council.

You can readily see from this brief summary that the managers for the House were able to maintain the position of the House in many important respects. Of course, a conference requires give and take, but in my review of this conference, the only item of any significance where the managers for the House accepted the Senate version is in section 106(c) which provides information, uses, processes, patents, and other developments which result from research which is supported by Federal funds will be made freely and fully available to the general public.

I want to commend the members of the conference as well as the members of the House Commerce Committee. In a spirit of helpfulness they have conscientiously weighed every proposal which might add strength to the bill. The final result is a true reconciliation of a long list of ideas, many of them mutually antagonistic. For this determination to find an acceptable solution, I thank them. It has been a long and arduous job, but we are proud of our work.

I believe that under any fair evaluation, one would have to consider this conference as highly successful from the point of view of the House membership. I strongly urge that the House agree to the conference report.

Following the precedent of the gentleman who handled the previous bill, I should especially like to commend the gentleman from Illinois [Mr. SPRINGER], the gentleman from California [Mr. YOUNGER], and the gentleman from Ohio

[Mr. DEVINE] for their cooperation and support and for their diligence to duty in helping to get this bill through the committee and through the House, as well as the conference.

Mr. GROSS. Mr. Speaker, will the gentleman from West Virginia yield?

Mr. STAGGERS. I yield to the gentleman from Iowa.

Mr. GROSS. Is the money figure in the conference report the same as it was in the House bill?

Mr. STAGGERS. Exactly; \$51 million plus expenditures for tires and research.

Mr. GROSS. Fifty-one million dollars.

Mr. STAGGERS. It is a total of about \$58 million.

Mr. GROSS. What was the one area in disagreement?

Mr. STAGGERS. The one area we had to give in on, and we did, was with respect to patents. The Senate was quite adamant on it.

Mr. GROSS. Patents?

Mr. STAGGERS. Yes. The Senate had taken a rollcall vote on this separate feature. They gave in to us on many things, and we were trying to get our bill. We did, almost in its entirety. We believe it is even a stronger bill than the one we had to start with.

Mr. PICKLE. Mr. Speaker, will the gentleman yield?

Mr. STAGGERS. I am glad to yield to the gentleman from Texas.

Mr. PICKLE. I thank the gentleman for yielding.

I believe the gentleman said in his statement with reference to the National Advisory Council "some changes had been made," primarily by the other body, and this was agreed to by the conference.

Mr. STAGGERS. No.

Mr. PICKLE. At least, some changes were made with respect to this Advisory Council.

Mr. STAGGERS. That is correct.

Mr. PICKLE. I am trying to determine what these changes were. If I read from the correct section of the conference report, section 104(a) states:

The Secretary shall establish a National Motor Vehicle Safety Advisory Council, a majority of which shall be representatives of the general public, including representatives of State and local governments, and the remainder shall include representatives of motor vehicle manufacturers, motor vehicle equipment manufacturers, and motor vehicle dealers.

Thus, the statement is made:

A majority of which shall be representatives.

A majority of how many?

Mr. STAGGERS. Of 19. The committee was expanded.

Mr. PICKLE. I do not see where this reference to 19 is made. Originally it was 13.

Mr. STAGGERS. I am sorry; that was incorrect. The figure of 19 was discussed at some length. We leave this discretionary with the Secretary. We do insist that the public have the majority.

Mr. PICKLE. The measure which affects highway safety, which was brought

to the floor by another committee, had a provision of 29 members.

Mr. STAGGERS. Yes.

Mr. PICKLE. A specific number.

Mr. STAGGERS. Yes.

Mr. PICKLE. To be appointed by the President. It is a committee of some considerable standing, and I think that is fine. It seems to me that we ought to have a definite number here. This could be a majority of three or four. It says "a majority of which" and therefore you could have any number. This leaves it mighty wide open, it seems to me, Mr. Speaker.

Mr. STAGGERS. Certainly we could have a much larger group than three.

Mr. PICKLE. But it does not say that.

Mr. ROGERS of Florida. Mr. Speaker, will the gentleman yield?

Mr. STAGGERS. I shall be glad to yield to the gentleman.

Mr. ROGERS of Florida. Actually, what we have said here is that there will be a council appointed by the Secretary. We have not set a specific number, but we have said that the majority must be public members. This does leave in the discretion of the Secretary as to whether it shall be a 13-man, a 19-man, or a 26-man committee, but what we have insisted upon is the fact that the majority shall be public members. We have suggested in the legislation the other areas from which the appointments will come, as the gentleman will notice. Therefore we have set up the basis of the commission but left it to the discretion of the Secretary since it is an advisory committee. We have not specified that it must be 12. It may be that he will want to put various industry people on this council. He may want to put some automobile dealers on it, because they do have an interest in it. He may want to put a used-car dealer on it. However, if he puts these people on, then he must put a like number of public members on it so that there will be a majority of public members.

Mr. PICKLE. The same argument could be made with respect to the highway safety measure in which they say 19 members. On the basis of this language, you probably would have at least five members.

Mr. ROGERS of Florida. Yes.

Mr. PICKLE. I think it would be the intent of this Congress that you will have more than five members, because this is supposed to cut across the board in a broad field. Five is a limitation. Would you not say that it was your intent to have at least 15 members?

Mr. ROGERS of Florida. I think it was the intent of the Congress that we have more than five, because we have listed some people that certainly ought to be considered for membership, but we have not tied the hands of the Secretary as to how many he should have on it. It is certainly the intent that it be a reasonable membership to accomplish and make up a proper advisory committee. That is the intent of the whole advisory council. It is to make it a useful tool for the Secretary in setting standards.

Mr. PICKLE. I will say to the gentleman that this seems to me to be a glaring weakness in the report in that



Public Law 89-574
89th Congress, S. 3155
September 13, 1966

An Act

80 STAT. 766

To authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways in accordance with title 23 of the United States Code, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Federal-Aid
Highway Act
of 1966.

SHORT TITLE

SECTION 1. This Act may be cited as the "Federal-Aid Highway Act of 1966".

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

SEC. 2. Subsection (b) of section 108 of the Federal-Aid Highway Act of 1956, as amended, is amended to read as follows:

"(b) AUTHORIZATION OF APPROPRIATIONS.—For the purpose of expediting the construction, reconstruction, or improvement, inclusive of necessary bridges and tunnels, of the Interstate System, including extensions thereof through urban areas, designated in accordance with the provisions of subsection (d) of section 103 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$1,000,000,000 for the fiscal year ending June 30, 1957, which sum shall be in addition to the authorization heretofore made for that year, the additional sum of \$1,700,000,000 for the fiscal year ending June 30, 1958, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1959, the additional sum of \$2,500,000,000 for the fiscal year ending June 30, 1960, the additional sum of \$1,800,000,000 for the fiscal year ending June 30, 1961, the additional sum of \$2,200,000,000 for the fiscal year ending June 30, 1962, the additional sum of \$2,400,000,000, for the fiscal year ending June 30, 1963, the additional sum of \$2,600,000,000 for the fiscal year ending June 30, 1964, the additional sum of \$2,700,000,000 for the fiscal year ending June 30, 1965, the additional sum of \$2,800,000,000 for the fiscal year ending June 30, 1966, the additional sum of \$3,000,000,000 for the fiscal year ending June 30, 1967, the additional sum of \$3,400,000,000 for the fiscal year ending June 30, 1968, the additional sum of \$3,800,000,000 for the fiscal year ending June 30, 1969, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1970, the additional sum of \$3,600,000,000 for the fiscal year ending June 30, 1971, and the additional sum of \$2,685,000,000 for the fiscal year ending June 30, 1972. Nothing in this subsection shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319 (b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966."

75 Stat. 122;
79 Stat. 578.
23 USC 101 note.

74 Stat. 415.

79 Stat. 1028.
23 USC 131, 136,
319.

AUTHORIZATION OF USE OF COST ESTIMATE FOR APPORTIONMENT OF
INTERSTATE FUNDS

SEC. 3. The Secretary of Commerce is authorized to make the apportionment for the fiscal years ending June 30, 1968, and 1969, of the sums authorized to be appropriated for such years for expenditures on the National System of Interstate and Defense Highways, using the apportionment factors contained in table 5 of House Document Numbered 42, Eighty-ninth Congress.

EXTENSION OF TIME FOR COMPLETION OF SYSTEM

78 Stat. 397.

SEC. 4. (a) The second paragraph of section 101(b) of title 23, United States Code, is amended by striking out "fifteen years" and inserting in lieu thereof "sixteen years" and by striking out "June 30, 1971", and inserting in lieu thereof "June 30, 1972".

77 Stat. 276.

(b) The introductory phrase and the second and third sentences of section 104(b) (5) of title 23, United States Code, are amended by striking "1971" where it appears and inserting in lieu thereof "1972", and such section 104(b) (5) is further amended by striking "fiscal year ending June 30, 1971.", at the end of the penultimate sentence and inserting in lieu thereof "fiscal years ending June 30, 1971, and June 30, 1972."

REVISION OF AUTHORIZATION OF APPROPRIATIONS FOR INTERSTATE SYSTEM

77 Stat. 277.

SEC. 5. (a) Section 109(b) of title 23 of the United States Code is amended by inserting after the second sentence the following: "Such standards shall in all cases provide for at least four lanes of traffic."

72 Stat. 892;

77 Stat. 278.

(b) The Secretary of Commerce is authorized to modify project agreements entered into prior to the date of enactment of this Act pursuant to section 106 of title 23 of the United States Code for the purpose of effectuating the amendment made by this section with respect to as much of the National System of Interstate and Defense Highways as may be possible.

AUTHORIZATIONS

23 USC 101 et seq.

Federal-aid primary and secondary systems in urban areas.

79 Stat. 1028.

23 USC 131, 136, 319.

SEC. 6. For the purpose of carrying out the provisions of title 23 of the United States Code, the following sums are hereby authorized to be appropriated:

(1) For the Federal-aid primary system and the Federal-aid secondary system and for their extension within urban areas, out of the highway trust fund, \$1,000,000,000 for the fiscal year ending June 30, 1968, and \$1,000,000,000 for the fiscal year ending June 30, 1969. Nothing in this paragraph shall be construed to authorize the appropriation of any sums to carry out section 131, 136, or 319(b) of this title, or any provision of law relating to highway safety enacted after May 1, 1966. The sums authorized in this paragraph for each fiscal year shall be available for expenditure as follows:

(A) 45 per centum for projects on the Federal-aid primary highway system;

(B) 30 per centum for projects on the Federal-aid secondary highway system; and

(C) 25 per centum for projects on extensions of the Federal-aid primary and Federal-aid secondary highway systems in urban areas.

(2) For forest highways, \$33,000,000 for the fiscal year ending June 30, 1968, and \$33,000,000 for the fiscal year ending June 30, 1969.

(3) For public lands highways, \$14,000,000 for the fiscal year ending June 30, 1968, and \$16,000,000 for the fiscal year ending June 30, 1969.

(4) For forest development roads and trails, \$170,000,000 for the fiscal year ending June 30, 1968, and \$170,000,000 for the fiscal year ending June 30, 1969.

(5) For public lands development roads and trails, \$3,000,000 for the fiscal year ending June 30, 1968, and \$5,000,000 for the fiscal year ending June 30, 1969.

(6) For park roads and trails, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

(7) For parkways, \$9,000,000 for the fiscal year ending June 30, 1968, and \$11,000,000 for the fiscal year ending June 30, 1969.

(8) For Indian reservation roads and bridges, \$19,000,000 for the fiscal year ending June 30, 1968, and \$23,000,000 for the fiscal year ending June 30, 1969.

ALASKAN ASSISTANCE

SEC. 7 (a) Section 118 of title 23, United States Code, is amended by adding at the end thereof the following:

72 Stat. 897.

“(d) Funds made available to the State of Alaska under this title may be expended for construction of access and development roads on a Federal-aid system that will serve resource development, recreational, residential, commercial, industrial, or other like purposes.”

(b) There is hereby authorized to be appropriated for construction and maintenance of highways in the State of Alaska, out of the general fund, and in addition to funds otherwise made available to the State of Alaska under title 23, United States Code, \$14,000,000 for each of the fiscal years ending June 30, 1968, June 30, 1969, June 30, 1970, June 30, 1971, and June 30, 1972.

Appropriation.

HIGHWAY BEAUTIFICATION

SEC. 8. (a) The last sentence of subsection (m) of section 131, and the last sentence of subsection (m) of section 136, of title 23, United States Code, are each amended to read as follows: “The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this section after June 30, 1967.”

79 Stat. 1030,
1032.

(b) The last sentence of subsection (b) of section 319 of title 23, United States Code, is hereby amended to read as follows: “The provisions of chapter 1 of this title relating to the obligation, period of availability, and expenditure of Federal-aid primary highway funds shall apply to the funds authorized to be appropriated to carry out this subsection after June 30, 1967.”

79 Stat. 1032.
23 USC 101-136.

(c) (1) Chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following new section:

“§ 137. Limitation on authorization of appropriations for certain purposes

“(a) Notwithstanding any other provision of law, neither sections 131, 136, and 319(b) of this title, nor any provision of law relating to highway safety enacted after May 1, 1966, shall be construed to be authority for any appropriations for any fiscal year for which appropriations are not specifically authorized by fiscal year in such sections or provisions.

“(b) Any appropriation to carry out section 131, 136, or 319(b) of this title or any provision of law relating to highway safety enacted after May 1, 1966, must be authorized by a provision of law specifically setting forth the total amount authorized to be appropriated for the fiscal year to carry out such section or other provision of law.

79 Stat. 1028,
1030, 1032.

“(c) The highway trust fund established by section 209 of the Highway Revenue Act of 1956 shall not be available for any appropriation to carry out sections 131, 136, and 319(b) of this title, and any provision of law relating to highway safety enacted after May 1, 1966, in an aggregate amount which exceeds the amount of tax that would be

70 Stat. 397.
23 USC 120
note.

pending, the sum of \$200,000 for the purpose of making the studies, surveys, and report authorized by subsections (a) and (b) of this section.

SOIL EROSION CONTROL

SEC. 14. Section 109 of title 23, United States Code, is amended by adding a new subsection as follows:

"(g) The Secretary shall consult with the Secretary of Agriculture with respect to guidelines for minimizing possible soil erosion from highway construction, and report to Congress such guidelines not later than July 1, 1967."

PRESERVATION OF PARKLANDS

SEC. 15. (a) Chapter 1 of title 23 of the United States Code is amended by inserting at the end thereof a new section as follows:

"§ 138. Preservation of parklands

"It is hereby declared to be the national policy that in carrying out the provisions of this title, the Secretary shall use maximum effort to preserve Federal, State, and local government parklands and historic sites and the beauty and historic value of such lands and sites. The Secretary shall cooperate with the States in developing highway plans and programs which carry out such policy. After July 1, 1968, the Secretary shall not approve under section 105 of this title any program for a project which requires the use for such project of any land from a Federal, State, or local government park or historic site unless such program includes all possible planning, including consideration of alternatives to the use of such land, to minimize any harm to such park or site resulting from such use."

(b) The analysis of chapter 1 of title 23, United States Code, is amended by adding at the end thereof the following:

"138. Preservation of parklands."

Approved September 13, 1966.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 1704 accompanying H.R. 14359 (Comm. on Public Works) and No. 1903 (Comm. of conference).

SENATE REPORT No. 1410 (Comm. on Public Works)

CONGRESSIONAL RECORD, Vol. 112 (1966):

July 28: Considered and passed Senate.

Aug. 11: Considered and passed House, amended, in lieu of H.R. 14359.

Aug. 30: Senate agreed to conference report.

Aug. 31: House agreed to conference report.

